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ABSTRACT

This dissertation defines school-based college-level learning as when a college approves of high school teachers as "adjuncts" and of courses taught in the high school as equivalent in content and rigor to the college courses taught on the sponsoring college campus. These courses are intended to result in simultaneous--both high school and college--credit to the student. The study aimed to answer the question: What is the extent and nature of school-based college-level learning sponsored by the State University of New York (SUNY) community colleges? The author applied both quantitative and qualitative methodologies in the collection of data for analysis within four sectors: community colleges, high schools, SUNY, and the New York State Education Department (NYSED). Four case studies were conducted, and interviews were held with state policy officials. An addendum questionnaire was given to the 30 SUNY community college presidents and vice-presidents to obtain data from the 30 community colleges. 29 of these questionnaires were completed and analyzed. Among the findings are that the number of high school participants has more than doubled as the number of school-based course sections increased by 60% from 1998 to 1999. New York State's funding formula encourages school-based college-level learning because FTE aid is available to community colleges, even though little or no costs are borne by them. Research instrument appended. (Contains 105 references.) (NB)

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College-Level Learning in High School:

A Study of SUNY Community College Sponsorship of "School-Based" College Credits in Participating High Schools

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by

Kenneth J. Barnes, Sr. 1

January 15, 2001

A dissertation submitted to the
Faculty of the Graduate School of
the State University of New York at Buffalo
in partial fulfillment of the requirements for the degree of

Doctor of Philosophy

Department of Educational Leadership and Policy

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Finally, those university students who will study and help advance these dissertation concepts are encouraged to research in search of truth. To find an advisor who mentors and cares with astounding passion and humility is rare. To search for such excellence is the best advice this educator can give to those who may follow in these footsteps.

In Lasting Memory of Robert R. Barnes, my dad

(1929 - 1968)

A Dedicated Husband and Father of 3 Sons

Whose high school studies ended (at 17 years of age) to enlist in the U.S. Marine Corps

His Loyalty and Love for Family, Intelligence, and Strong Work Ethic

Inspired unbounded determination and rigor

For this Ph.D. to be Dedicated

To Learners at all Levels of Education

Barnes, Kenneth J.Sr.. *College-Level Learning in High School: A Study of SUNY Community College Sponsorship of "School-Based" College Credits in Participating High Schools.* A Doctoral Dissertation, University at Buffalo, Department of Educational Leadership and Policy, January 2001.

Abstract

Description of Dissertation: School-Based, College-Level Learning is when a college approves of high school teachers as "adjuncts" and of courses taught in high school as equivalent in content and rigor to the college courses taught at the sponsoring college campus. In this study, the focus is on community college participation with high schools. The high school students are simultaneously taking college-level courses for college credit while meeting the requirements for secondary school graduation.

This dissertation describes and analyzes school-based college-level learning sponsored by SUNY community colleges. The amount of participation (high schools, students, courses), the policies and procedures, and the level of faculty support which exist to ensure school-based quality and college-level course equivalency comprise the richness of the research data.

Methodology of the Research: Both quantitative and qualitative methodologies were applied to collect these data for analysis within four sectors: (a) community college; (b) high schools; (c) SUNY; and, (d) NYSED. *Quantitatively,* a questionnaire was developed with responses obtained from 29 of 30 SUNY community colleges; *qualitatively,* four case studies were conducted and interviews were held with state policy officials.

The questionnaire subjects were the college president or the vice-president for academic affairs at each of the community colleges.

The case studies consisted of four SUNY community colleges and two of their partnering "school-based learning" high schools. The college case study participants included the community college president, the vice-president for academic affairs, the vice-president or director of finance, the school-based program coordinator, members of the faculty senate and faculty union. The high school participants included the principal, "adjunct" teachers and teacher union representatives.

Interviews with staff of the State University of New York (SUNY) and the New York State Education Department (NYSED) were conducted and policy documents were examined and analyzed.

Research Analysis: The variety of data sources, including documents, questionnaires, and case studies, served as a cross-check of the patterns and triangulate the findings. The goal was to produce a comprehensive descriptive analysis of the data from questionnaire respondents combined with an analysis of the case studies of the four community colleges and eight partnering high schools from urban, rural and suburban areas across the state of New York.

Ph.D. Defense Date: 15 January 2001

Dr. D. Bruce Johnstone, Professor and Main Advisor

University at Buffalo

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Chapter I Introduction

I. Introduction

As access to higher education increased in the 1970s with the expansion of community colleges, so did the demands to prepare high school students for college entry. As more students began to enter college rather than opting for a full-time job or entering the armed services, the need for quality programs and opportunities that would equip these students to make a successful transition from high school to college became apparent. Educators recognized the need to research new ways of facilitating the movement of students from secondary to post-secondary institutions during this time as costs for education were rising and economic resources became scarce.[1] Educational institutions responded by developing collaborative initiatives to provide for such a transition from school to college by forming linkages with other educational institutions at all levels. These early collaborations provided the affordable means for post-secondary institutions to communicate directly with secondary schools and to create opportunities to share resources with one another.

This study is an investigation of one such school-college linkage in New York State which appears to be growing rapidly and raising academic and financial questions. The research examines the practices of the community colleges of the State University (SUNY) in providing college credit courses which are deemed to be college-level, but are taught by high school teachers to high school students within the regular high school academic schedule.

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[1] Carnegie Commission on Higher Education. (1973). *Continuity and Discontinuity: Higher Education and the Schools.*

According to Wilbur, David Hamburg of the Carnegie Corporation of New York in the 1980s repeatedly called for every school, college, and university in the nation to "have strong, substantive, explicit linkages" with other educational institutions in their geographic areas.[2] During this time, organizations such as the American Association for Higher Education (AAHE), the National Association for Secondary School Principals (NASSP), and the Carnegie Foundation for the Advancement of Teaching used their considerable influences and resources to encourage and support a wide variety of partnerships to link colleges and secondary schools.[3] Such partnerships engaged the physical and human resources of colleges and schools to develop programs in high school to accommodate the increasing interests of students with varying ranges of learning achievement.

D. Bruce Johnstone emphasizes that meeting the increasing learning needs of students, within the limited resources available to higher education, is the key to higher education's financial viability. He introduces the concept of "learning productivity," which attempts to increase student learning rather than place emphasis on cost-cutting measures alone.[4]

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[2] Franklin Wilbur. "Building school-college partnerships that endure!" *School Administrators Association of New York State (SAANYS) Journal*, June 2, 1993.

[3] Carnegie Commission on Higher Education. (1973). *Continuity and Discontinuity: Higher Education and the Schools.*

[4] D.Bruce Johnstone. (1993). *Learning Productivity: A New Imperative for American Higher Education.* Albany, NY: State University of New York. Studies in Public Higher Education. No.3.

Learning Productivity

Learning productivity is defined as more learning for the same costs or equal learning for less cost. The seminal argument in support of a learner productivity approach to instructional improvement has been formulated by Johnstone:

> Significant and sustainable productivity advances in higher education must be achieved through greater attention to the learner. Learning productivity relates the input of faculty and staff not to enrollments or to courses taught or to credit or to classroom hours assigned, but to learning-i.e., to the demonstrated mastery of a defined body of knowledge or skills. When the object of critical inquiry is learning and learners, rather than merely teaching and teachers, an enormous potential opens for increasing learning through reducing the student's time spent on activities other than learning, lessening the aimless drift of students through prolonged undergraduate years, and challenging each student up to his/her learning potential.[5]

Johnstone identifies four major problems of higher education: (a) that colleges and universities are unable to keep up with costs, and additional resources from revenue sources such as taxes, parents and students seem unlikely; (b) that costs are rising faster than parents' and students' incomes, and people are taking on debt loads to dysfunctional levels, the consequences of which are very costly; (c) that students are academically underprepared for college or the workforce by the time they reach college age; and (d) that learning in the undergraduate years is inadequate.[6]

Johnstone addresses the underpreparedness of students for college when he refers directly to high schools and colleges providing college-level learning to meet such a challenge. According to Johnstone, the promise of college-level learning lies in its potential to lessen the duplication between the high school and college curricula, to get the high school student more quickly into the context and expectations of "collegiate" learning, and to allow a richer, more substantial curriculum during the baccalaureate years.[7] This suggests that curriculum coordination is needed at both the secondary and college levels as courses for credit are developed. Such credit potential gives rise to college and school collaborations as competition among colleges increases and high school students respond along with parents to the possibilities to earn college credit and to save money.

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[5] Ibid. p.2.

[6] D. Bruce Johnstone. (1993). *Learning Productivity: A New Imperative for American Higher Education.* Albany, NY: State University of New York, Studies in Public Higher Education, No.3.

College-Level Learning

Maximizing the output side of higher education has the potential to enhance "learning productivity" and therefore to shape a more cost-effective enterprise. This concept is being studied as a viable means to address significant educational issues including rising costs and wasted time on the part of the learner. A review of the literature indicates that college-level learning in high school is growing in this country as advocates of state reform favor college-level learning as a means to raise educational standards, increase academic rigor and expand student opportunities.[8] For example, lawmakers in Minnesota, considered the most active state with respect to promoting college-level learning in high school, instituted a series of state enhancements for collegiate learning a decade ago based on the notion that "the competition from colleges might force secondary schools to become more responsive to the needs of students and parents."[9]

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[7] D. Bruce Johnstone. (1998). *College-level Learning in High School: Promises, Threats, and Challenges.* Research paper proposal to the Association for the Study of Higher Education.
[8] Kimberly A. Crooks. (1998). *State enhancement of college-level learning for high school students.* Dissertation State University of New York at Buffalo Department of Educational Leadership and Policy. University at Buffalo. April 1998.

Forms of College-Level Learning in High School

College-level learning in high school takes three principal forms. The first is examination-based. This form of college-level learning includes: (a) the Advanced Placement Exam (AP),[10] (b) the International Baccalaureate (IB)[11] and, (c) the College Level Examination Program (CLEP),[12] and (d) the US Defense Department's DANTES.[13]

For over forty years, the Advanced Placement Program has provided students with the opportunity to study college-level subjects while still in high school. AP is the oldest college-level learning program and the most widespread, having experienced tremendous growth in the past decade. In 1998-99, about 700,000 students took AP exams.[14] Ironically, about 40 percent of the nation's 17,200 public high schools--typically those in rural and inner-city areas--do not offer AP courses, according to Wade Curry, director of

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[9] Minnesota Office of the Legislative Auditor. Postsecondary Enrollment Options Program. Saint Paul, Minnesota: Program Evaluation Division Office of the Legislative Auditor, State of Minnesota. March 1996. Executive Summary ix-xix.

[10] The College Board. (1989). *The College Board Annual Report*: 1987-88, New York.

[11] Peterson, A.D.C. (1972). *The International Baccalaureate: An experiment in international education.* London.

[12] The College Board. (1997). *CLEP: The most widely accepted credit by examination program in the country.* The College Board web site.

[13] D. Bruce Johnstone. (2000). "*College-Level Learning in High School: Purposes, Policies, and Practical Practical Implications.*" Learning Productivity Network. University at Buffalo Graduate School of Education Department of Educational Leadership and Policy.

[14] Beth DelGenio (2000). University at Buffalo Department of Education Leadership and Policy. A dissertation in progress with data from The College Board. (1999). *The College Report Annual Report: 1998-1999.* New York.

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the AP program at the College Board.[15] Curry explains that students often prefer to take non-AP courses because of the expense of the AP exam and because of exam difficulty since the exam must adhere to "rigorous national guidelines."[16]

DANTES sponsored by the US Defense Department and designed for service men and women, is like the AP, presuming to measure and validate college-level subject proficiency in a single examination.[17]

The International Baccalaureate is not quite as old as the AP; it is a two-year curriculum for high school students that was originally meant to serve as preparation for entrance into European universities. In the United States, the standardized college-level curriculum and examinations of the IB program have usually been acknowledged by colleges and universities as worthy of advanced placement and credit.[18] IB provides a comprehensive program, in contrast with the individual courses of the AP program, although a student may complete just some of the courses within the curriculum.

CLEP provides a means by which individuals may obtain credit for what they have learned outside the academic environment by earning an acceptable score on a standardized examination. CLEP tests are offered in over 30 subject areas. While CLEP originated as a program for adults to accelerate their college work by getting credit for knowledge gained through life experience, the exams are available to high school students to take for college credit. Non-traditional students who are somewhat older than the typical college population, as well as those with military service, seem to be frequent users of CLEP.

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[15] Leo Reisberg. (1998). "Some Professors Question Programs That Allow High-School Students to Earn College Credits." The Chronicle of Higher Education, A39. June 26, 1998.
[16] Ibid.
[17] D.Bruce Johnstone. (2000). *"College-Level Learning in High School: Purposes, Policies, and Practical Implications."* Learning Productivity Network. University at Buffalo Graduate School of Education Department of Educational Leadership and Policy.
[18] Peterson, A.D.C. (1972). *The International Baccalaureate: An experiment in international education.* London: G.G. Harrap.

The second form of college-level learning is referred to as college or university-based.[19] This is when a high school student, most frequently a senior or junior, takes college courses, taught by college faculty, generally on the college campus, for which the high school and the college award credit. In many cases such coursework simultaneously satisfies high school graduation requirements and earns college credit. Proponents for college-based learning argue that unlike other forms of college-level learning, this form provides true college courses in the actual college setting, on the campus, thus assuring greater credit transfer potential. In at least 38 states, colleges have created such programs, in which high school students take college courses while earning credit toward high school graduation.[20]

The proliferation of these programs has sparked debate among professors about whether students are ending up in advanced courses underprepared. Moreover, some professors say that AP courses are also flawed as college-level classes because students, are simply "coached" to do well on the tests. As a result, the critics say, essential course material is neglected.[21]

The third form of college-level learning is referred to in this dissertation as school-based.[22] School-based college-level learning is formally offered in the high schools through programs in which a sponsoring college approves high school teachers as "adjuncts" and the college course is taught in the high school as equivalent (in content and rigor) to the course taught on the college campus. The sponsoring college awards participating high school students with college credit.

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[19] Educational Commission of the States, Clearinghouse Notes. (1997). Choice: Postsecondary Options/Dual Enrollment. Denver, Colorado: Educational Commission of the States.
[20] Leo Reisberg. (1998). "Some Professors Question Programs That Allow High-School Students to Earn College Credits." The Chronicle of High Education. A39. June 26, 1998.
[21] Ibid.

Johnstone points out that one reward for rigorous learning at the secondary level should be the possibility of students earning college credit. Johnstone states that a possible incentive for such learning, aside from the cachet of being in an AP class or being able to attend a college rather than a high school, is the ability to finish an associate degree or a baccalaureate degree that much sooner and thus to begin a career or to get into a graduate or advanced program that much sooner and with that much less debt–or indeed much less financial burden to one's parents.[23] College credit is granted in school-based learning and provides high school students with opportunities to accumulate credits while in high school and to transfer the credit towards an associate or baccalaureate degree.

School-Based College-Level Learning

The school-based form of college-level learning is logistically a convenient way for individual colleges to make arrangements with a nearby school or school district to offer college-level courses. Thus, high school students can take college classes without leaving the familiarity of their surroundings, and the high school instructors are presumed to teach the equivalent of college-level classes in various subject areas.

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[22] D.Bruce Johnstone. (1998). "*College-level Learning in High School: Promises, Threats, and Challenges*." A Research Paper Proposal to the Association for the Study of Higher Education 1998 Annual Conference. Miami, Florida. Spring , 1998.
[23] D.Bruce Johnstone. (1993). "*Learning Productivity: A New Imperative for American Higher Education.*" Studies in Public Higher Education. State University of New York.

School-based learning is also problematic, and controversy exists as to whether such courses are truly equivalent to the sponsoring college's courses in content and rigor (i.e. same in syllabi, tests, assignments, texts, grading) and whether teacher quality is adequate for that particular college-level course. With school-based learning, quality assurance is a concern: whether the learning (even limited to subject matter mastery) is genuinely college-level.

The concern is that school-based learning relies on high school teachers and courses given in the high school without external assessment for quality control, "leaving them open to the suspicion on the part of college and university faculty that courses in the high school environment taught by high school teachers cannot be counted upon to be legitimately college-level."[24] Gary Ripple, Director of Admissions at Lafayette College, states: "We believe a college-level course should be offered on a college campus, taught by a college professor, with college students in the room." Ripple says. "That's the fundamental reason we do not recognize some of these gypsy courses."[25]

A fundamental question then is: What does it take to make learning truly college-level? Is it enough that the 17 year old in the high school, taught by a high school teacher, in a high school classroom master the same subject matter as is taught in a community college? Or is college-level learning something more: is it perhaps also learning that comes from other college students or from the college learning "environment" (which is quite different from that of a high school even if the subject is the same), or is it related to the greater maturity that comes simply from being "older than 17?"

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[24] D.Bruce Johnstone. (1998). "*College-level Learning in High School: Promises, Threats, and Challenges.*" A Research Paper Proposal to the Association for the Study of Higher Education 1998 Annual Conference. Miami, Florida. Spring, 1998.

[25] Leo Reisberg. (1998). "Some Professors Question Programs That Allow High-School Students to Earn College Credits. The Chronicle of Higher Education, A39. June 26, 1998.

2. Context and Statement of the Problem

College-level and secondary-level courses can simultaneously satisfy both high school and college credit requirements. School-based learning raises such questions as: Should the high school curriculum be taken up by college preparation, dictated by the colleges, as opposed to all sorts of other learning objectives that 15 to 17 year olds might have? And, why do colleges and college faculty know more about what a 17 year old should learn than the teachers, administrators and the school boards of high schools?

On the other hand, a school-based program serves as a college-level learning alternative to AP. Unlike AP, school-based learning opens access to a variety of students. AP is more elitist than school-based and AP is taught to the exam that serves to provide credit validation. The fact that a school-based course has no external validation is part of the objection raised by those critics from the four year colleges who claim that these courses are not equivalent to the course taught on the college campus. Yet, discussions with school leaders indicate that the lack of external validation itself is not the main problem since New York State secondary schools have only minimal validation in the Regents exams, and most states have none. Moreover, college courses usually have no external validation.

In light of the rapid growth of SUNY community college school-based programs, the community colleges were selected as the primary focus for this study, instead of the four-year colleges and university centers. Although the fundamental issue in college-level learning in high school is whether the learning is indeed college-level, this study attempts to answer a prior, more descriptive question: What is the extent and nature of school-based college-level learning sponsored by SUNY community colleges? This missing information was sought through:

- Questionnaires;
- Case study interviews of the community colleges;
- Case studies of some of the participating high schools;
- Policy interviews with the SUNY Central Administration and the State Education Department; and
- Document examination and analysis.

There are obvious reasons for colleges to sponsor school-based college-level learning. These include: (a) revenue is generated from FTE student headcounts, upon which base aid is given; (b) the instructional costs to the community college are minimal because teaching is done by high school teachers who are usually paid by the school district; (c) the ease of course registration; (d) potential marketing advantages can accrue from enlisting students while they are still in high school; and, (e) efforts may stimulate additional collaborations between the high school and the community college. Finally, for the student, the opportunity exists to obtain and transfer school-based college credit;

this is preferable to the more rigorous AP programs where the grade is based on a single examination.

School-Based College-Level Learning in New York State

In a recent Ph.D. dissertation, Kimberly Crooks found an enormous growth of school-based college-level learning, with many of New York State's community colleges offering such courses to high schools.[26] Her findings reveal that New York State's funding formula encourages school-based college-level learning because FTE (Full-time Equivalent) aid is available to all community colleges that enroll high school students in credit programs. Crooks' study found that "the funding formula for state aid is the same for all community college students--including high school students."[27]

Since Crooks' study and during the time of this research, the extent of SUNY community college participation in school-based learning has dramatically increased, along with the FTE reimbursements for high school student headcounts. Also, the study has determined that these same students are simultaneously counted by their school districts for base aid funding and by the community college in FTEs. Such practices result in the taxpayer paying twice for one-time instruction taught in the high school with little or no costs borne by the community college.

Community college news releases and promotional materials are enticing to currently seated high school students and their parents, because they advertise reduced tuition for credit-bearing college coursework. If the college's aim in engaging in such activity with high schools is to generate revenue, then, how is the community college public service mission any different from the mission of proprietary institutions to increase revenues by marketing coursework to the public? The facilitating factors for community college-level involvement with high schools were studied in this research.

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[26] Kimberly Crooks. (1998). *State Enhancement of College-level Learning for High School Students: A Comprehensive National Policy Study and Case Studies of Progressive States.* A Dissertation. Department of Educational Organization, Administration and Policy. State University of New York at Buffalo.
[27] Ibid.

Community colleges in New York State have been facing budgetary shortfalls. Increasing revenue through such college-level course offerings may very well be the beginning of a trend to expand existing markets to include high school attendees into the headcounts for FTE revenue. Such institutional behavior is contrary to the historical expansion of SUNY community colleges when "responding to economic growth" was the motivating factor. Meanwhile, rapid growth rates of school-based course offerings are generating revenues faster than quality assurance policies and procedures can be put in place.

The level of SUNY community college sponsorship in college-level learning was initially found using SUNY Systems Administration data. The "Part-time. First-time Undergraduate Credit Course Students by High School Status"[28] report on SUNY community colleges, state-operated colleges and university centers (1992-1997) was the source of the information. The findings from these SUNY reports indicate large and increasing numbers of high school students concurrently enrolled at SUNY community colleges while in high school from 1992 to 1997.

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[28] Glenn DuBois. (1998). An interview with SUNY Director of Community Colleges on the topic of school-based credit with SUNY community colleges and high schools in New York State with follow-up reports. University at Buffalo. March, 1998.

3. Significance and Need of the Study

This research is part of a larger study, "College and University Policies and Procedures for the Awarding of Credit for College-Level Learning During the High School Years," conducted by the University at Buffalo's Learning Productivity Network, under the guidance of Professor D. Bruce Johnstone.

The study is the first of its kind to provide a descriptive analysis of school-based learning while participation in such programs continues to rise among SUNY community colleges. In addition, the research built upon the studies of Johnstone, Barba,[29] Crooks,[30] and Cusker, [31] as well as the work of DelGenio[32] and the Learning Productivity Network in related areas of college-level learning. Information is provided for other students of higher education to conduct further college-level credit studies with high schools.

The findings of this study should be useful to a number of parties, especially prospective or currently participating institutions offering school-based learning. Many states have been encouraging college-level learning in high schools.[33] This research presents information which can inform college and school administrators decisions about school-based college-level programs. The amount of the involvement in school-based programs by the institutions participating in this study, as well as the range of their policies, structures, support and practices will provide the basis for a deeper understanding of this phenomenon.

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[29] W.C. Barba. (1998). *The Importance of College-Level Learning in America's High Schools:* A View from the Principal's Desk. Learning Productivity Network, State University of New York at Buffalo.
[30] K.A. Crooks. (1998). *State Enhancement of College-Level Learning for High School Students:* A Comprehensive National Policy Study and Case Studies of Progressive States. Unpublished Ph.D. dissertation, State University of New York at Buffalo, Department of Education, Leadership and Policy.
[31] Elaine Cusker. (1999). *A Study of the Use of Advanced Placement by Undergraduate Students Entering Binghamton University in 1990.* Unpublished Ph.D. dissertation, State University of New York at Buffalo, Department of Educational Leadership and Policy.
[32] Beth DelGenio. *College-Level Learning in High School:* A Study of the College/University Goal and Policy Distinctions Among the College-Level Learning Models. A Ph.D. dissertation in process, 2000. State University of New York at Buffalo's Department of Educational Leadership and Policy. 2000.

The freshman who enters college having already earned college-level credit is increasing;[34] a trend for post-secondary institutions in SUNY. Both college faculty and high school teachers will benefit from the in-depth findings of the case studies examined in this study.

According to Glenn DuBois, former SUNY Director of Community Colleges, "Today, more than half of the state's community colleges provide college-level instruction to high school students. Students are graduating from high schools with college credits. Some students graduate from high school with over 18 credits toward an associate degree."[35] Case study visits to high schools attempted to determine whether high school students are accumulating sufficient college credits from school-based learning to be awarded an associates degree ahead of their high school diploma. DuBois concluded that the increasing volume of high school participation in college-level learning warrants the State University's review of the policy and practices of community colleges engaged in such learning with high school students. Few of the community colleges report how such college-level credits are being applied, and no SUNY coordination of such data exists.[36]

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[33] Kimberly Crooks. *(1998). State Enhancement of College-level Learning for High School Students: A Comprehensive National Policy Study and Case Studies of Progressive States.* Dissertation. State University at Buffalo Department of Educational Leadership and Policy. State University of New York at Buffalo. April 1998.

[34] Ibid.

[35] Glenn DuBois. (1997). SUNY Director of Community Colleges. State University of New York at Buffalo Department of Educational Leadership and Policy...a lecture in the Junior Community College class. 1997.

In light of the rapid growth of community college participation with high schools, this study and the work by Johnstone and DelGenio indicate that a huge amount of skepticism exists when 4 year colleges are faced to acknowledge this phenomena. A disjunction exists as the rapidity of school-based growth is absent from the agenda of state policy to question school-based quality and finances. As the financial motivation for community college engagement in CLLHS becomes more suspect, school-based learning should be more closely examined.

Finally, after this study has presented the extent of school-based participation by SUNY community colleges and the financial consequences are known. discussions of how high school students are counted to satisfy FTE and state base aid formulas should take place.

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[36] Glenn DuBois. (1998) SUNY Director of Community Colleges. A conversation on the topic of School-Based credit of SUNY community colleges with high schools in New York State. State University of New York at Buffalo. March,1998.

4. Methodology

Statement of the Question

The main questions of the research are: What is the extent of school-based learning participation in SUNY and administrations in community colleges? What are the policies and procedures for CLLHS? What are the perceptions of school-based learning and related practices of college/school administration, faculty/teachers? To address these questions, this descriptive study examines the amount of SUNY community college participation, the governance and geographic service area, and the extent of the faculty support with respect to the colleges commitment to school-based CLLHS.

Areas of Analysis

The primary thrust of this study is to describe quantitatively and qualitatively the main variables: *extent of participation, administrative structures,* and *faculty support* that colleges provide for their CLLHS programs. The intent is to reveal and describe both the policy and more emphatically the practice that has impacted the formation, operations, perceptions and future outlook for these learning programs.

Extent of participation, for purposes of this study, is the amount of community college interaction with high schools, high school students, as well as adjunct participation, in school-based coursework.

Administrative Structures means the administrative policies and practices (funding, resources) that are in place for school-based college-level learning.

Faculty Support is the perceptions of the community colleges' faculty senates/unions and of the high school teachers and their unions, and the cooperation among these groups, to facilitate school-based college-level learning.

Quantitative Operationalization of Variables

These variables were first operationalized in an "Addendum" Questionnaire (Appendix A) given to SUNY's community colleges. This questionnaire was designed by this researcher to primarily build upon quantitative data which was analyzed from a University at Buffalo Learning Productivity Network (U.B. LPN) questionnaire. The addendum questionnaire succeeds in acquiring quantitative data; however, it falls short in getting to the perceptions, attitudes and support of the research.

Quantitative Data Sources, Subjects, Document Analysis & Procedures

The sources below provide the initial quantitative data for this study to determine the amount of participation, administrative structures and faculty support which existed from 1992-1998 for CLLHS in SUNY. The procedures used to obtain this information began with a SUNY snap-shot of the amount of community college involvement with high schools in the SUNY System Administration's report. The U.B. LPN questionnaire data was then analyzed to form the basis for requesting further data via the design and distribution of the addendum questionnaire.

1. *SUNY System Administration's report* on SUNY community colleges "Part-time, First-time Undergraduate Credit Course Students by High School Status," 1992-1997. These data were used to determine the high school enrollments in SUNY community

college-sponsored school-based college-level learning programs.

2. *U.B. LPN questionnaire* of "College-Level Learning in High School: A National Study of Colleges and University Policies and Procedures for the Awarding of Credit for College-Level Learning During the High School Years." This survey, with a school-based section of questions, was distributed to each of SUNY's 30 community colleges. The data were collected and analyzed during the Summer 1998 and were used to determine the amount of college-level credit activity with high schools and the extent of faculty support or opposition to school-based college-level learning within SUNY.

U.B. LPN Questionnaire Subjects

The subjects of the questionnaire were college chief academic officers or their designees.

3. The "addendum" questionnaire was mailed in the summer 1999 to the same 30 SUNY community colleges as the U.B. LPN questionnaire, and had a 96% respondent rate (29 of 30 community colleges). The questionnaire respondents provided updated data on the extent of participation, administrative structures, and faculty support for school-based programs.

"Addendum" Questionnaire Subjects

The subjects selected for this questionnaire were the SUNY community college presidents and vice-presidents for academic affairs or their designees at each of the 30 campuses. The questionnaire replies were returned after a series of correspondence. Only Herkimer Community College did not respond. A total of 19 questions with sub-questions were asked. These questions included the main question domains: extent of participation, administrative structures, and faculty support.

Quantitative Data Analysis

This study analyzed the amount of school-based college-level learning sponsored by SUNY community colleges, including headcounts of concurrently enrolled students taking coursework at the high school which is taught by the high school adjunct. The growth rates among the participating SUNY community colleges were determined.

All data were analyzed using basic descriptive techniques.

Qualitative Data Sources, Subjects, Document Analysis & Procedures

In-depth interviews and case study analysis provided updated information of the involvement, perceptions, attitudes and support that exists for CLLHS in SUNY. The sources below provide data for this comprehensive descriptive analysis. The procedures used to obtain this information began with visits to SUNY and NYSED to examine policy and procedures for CLLHS. Visits to the four community colleges and two of their partnering high schools were made to determine the extent of the involvement, administrative structures and faculty support that exists in the school-based learning programs.

1. *In-person and telephone interviews* with the staff of the SUNY Systems Administration Offices of Community Colleges and Policy. These interviews examined SUNY "off-campus" college-level policies and guidelines involving high

school students. In addition, SUNY policy documents and guidelines were studied throughout the time of this research and are presented in Chapter 3.

2. *In-person and telephone interviews* with the staff of the New York State Education Department (NYSED) Office of the Executive Director and Policy. The subject was N.Y.S. high school involvement in college-level learning. Also, NYSED policy documents were studied throughout this study[37] and are presented in Chapter 3.
3. *Case studies* of community colleges and partnering high schools. Four colleges and eight high schools were selected for in-depth case studies of participation in school-based learning.

Case Study Subjects at the Community Colleges

The selection of colleges for the case studies was made using preliminary data indicating "high, medium, and low" frequencies of participation. In addition, two partnering high schools were selected for each community college case study. This selection was based on the "most involved and most recently involved" high school data. The case studies comprised urban, suburban and rural areas across the state. The community college subjects were: the president, the vice-president for academic affairs (VPAA), and the vice-president or director of finance or their designee(s). These represented "the administration" of the college. Representatives from the faculty senate and faculty union, as well as the college's coordinator of the school-based program, were also interviewed.

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[37] Mary Daley. (1997, 1999, 2000). NYS Department of Education Special Programs Administrator. In-person and telephone interviews on topic: NYS D.O.E. involvement in college-level coursework at the high schools. State Education Department Offices of Information and Administrative Systems in Albany, New York. December 31, 1997 visit and September 1999 and January 2000 telephone follow-up.

Case Study Subjects at the High Schools

High school case study subjects were: the principal or designees from the high school with the greatest number of students involved, as well as from the most recently involved high school. Selected "adjuncts," along with representatives of the teachers' unions, were also interviewed.

All of the case study interviews were primarily held in-person on the community college campus or off-campus at the partnering high schools during the summer, fall, and winter of 1999. In some cases, repeat visits to colleges/schools were necessary for data collection. The case studies provided information beyond the study's main question domains to further the understanding of the research. Each case study participant was asked separately prepared questions. These separately asked questions are included in the Research Questions section that follows below.

Research Questions

Information from the six sources of data is organized according to these main constructs: extent of participation, administrative structures and faculty support. The specific case study questions, which operationalize the central research questions asked, follow the major constructs which are in italics. These questions were specifically designed to obtain information from interviewee "stakeholders" at the colleges and schools. The findings and analysis of the case study research questions are one of the primary components of this study's objective to produce a comprehensive descriptive study of SUNY community college school-based learning participation.

- *Extent of Participation*: What is the amount of school-based college-level learning taking place with SUNY community colleges? What are the growth rates for this type of participation with high schools by the SUNY community colleges? What are the reasons (philosophical, ideological, pragmatic) for school-based involvement? What factors facilitate or discourage such participation?

- *Administrative Structures, Governance*: Who claims ownership and overall responsibility for the college-level learning program in the high schools? The college? The school? Both?

- *Administrative Structures, Geographic Service Area*: Is school-based college-level learning more than just "community-minded" as revenues are increasing and the desire for colleges to extend high school participation reaches beyond geographic boundaries? What, if any, territorial "catchment" disputes have occurred among colleges/universities offering college-level learning in the high schools? Who governs these disputes? What are the concerns involving the geographic service areas? What do the schools say about competition for their students?

- *Administrative Structures, Funding and Resources*: What funding and resources are provided in the administrative structures? Who pays for school-based credit? Parents? Students? School district? The college? The state taxpayer? How are students counted? By FTE for the college? For base aid for the high school? Both? Who pays for the textbooks? How are school-based college-level learning programs funded? Do the colleges provide budgets for school-based learning? Do the schools provide funding? Are funds earmarked in the budget for quality assessment and evaluation to take place in the high schools? Are funds earmarked for professional development/teacher training? Are the revenues the motivating factor for colleges to be involved in school-based programs?

- *Faculty Support*: What policies and practices ensure that school-based course outlines, tests, teaching materials and grading are equivalent to the college course on campus? Are these "on-paper" guidelines evaluated by the college in the high schools? Do policy and procedures exist to ensure that adjuncts are qualified to teach school-based courses? What is the extent of professional development or teacher training provided for the adjunct? What are the perceptions of faculty and teachers about quality assessment? Who supervises and evaluates the school-based program? What kind and extent of interaction exists between the college faculty and the high school teachers? How are the college faculty senates involved? How do the faculty and teacher unions perceive school-based learning: as advantageous or as a threat to job security? How are college faculty and high school teachers compensated for school-based work?

Qualitative Data Analysis

This is a descriptive study of the present status of college-level learning in New York high schools/community colleges. Analysis of the qualitative data was an ongoing process as new information was collected over the course of this study. The case study data gathered during the interviews and document examination were summarized into individual case analyses of the four case studies. Case study comparisons were made for determining ranges of FTE revenue, institutional similarities, and distinctions among the community college school-based programs in relation to these main constructs: extent of participation, administrative structures and faculty support. Each case study had a range of differences from one another as well as similarities in respect to the main constructs.

The variety of data sources, including documents, questionnaires, and case studies, served as a cross-check of the patterns and triangulate the findings. The goal was to produce a comprehensive descriptive analysis of the data from the community colleges questionnaire, combined with a qualitative analysis of the case studies of the four community colleges and the eight high schools involved with them.

Chapter II Review of Literature

1. History and Background

The Carnegie Foundation for the Advancement of Teaching founded the Carnegie Commission on Higher Education in 1967. The work of this body has raised issues and changed the nature of high school-college collaboration and the school reform movement over the years.

The Commission's reports, "Less Time More Options: Education Beyond the High School" (1971) and "Continuity and Discontinuity of Higher Education and the Schools" (1973), provide new focus on issues such as the discontinuities among all levels of education, curriculum duplication, and significant changes in the secondary and post-secondary populations. The 1973 Carnegie Commission research shows that left to their own devices, secondary and post-secondary institutions develop curricula which overlap, especially for the last two years of high school and the first two years of college.[38] The duplication of the secondary and post-secondary curricula require an educational system's review. Research by Chapman on Syracuse University's Project Advance states "If this duplication could be reduced, students might be free to either take courses in different areas, or to receive their high school diploma and/or their baccalaureate degree sooner."[39]

Meinert, examining time-shortened degree programs, points out that three-year

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[38] Carnegie Commission on Higher Education. *(1973). Continuity and Discontinuity: Higher Education and the Schools.* New York.

[39] David W. Chapman. (1977). "College Credit in the High School: The Project Advance Model." High School Journal. 60. no.7: 318.

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baccalaureate programs are not a recent idea, and that the use of such programs depends largely on the willingness not to view the four-year degree as something sacrosanct. Meinert believes that the issue of time-shortened degrees is only one part of the larger concern about the direction contemporary education should take, and that new ideas about accommodating the perceived needs of secondary school students will have an impact on reform.[40]

Johnstone points out that time-shortened degrees and other forms of more productive learning have been around for at least 30 years; however, because these have been seen as "experimental," the full weight of the school and supporting institutions have not been brought to bear on such efforts, and no permanent change has been made in higher education. He suggests that in order for any change in the higher education system to succeed, the supporting systems must provide incentives, or at least not provide disincentives, for students and faculty to achieve more in a shorter time period.[41] Crooks, speaking of the revival of attempts to redefine the amount of time required to complete a baccalaureate degree, says that it "coincides with a new era in higher education, one marked by austerity and down-sizing, as opposed to the rapid expansion and healthy influx of dollars which characterized higher education during much of the twentieth century."[42]

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[40] Charles W. Meinert. (1974). *Time Shortened Degrees*. Washington, D.C.: American Association for Higher Education: 6.

[41] D.Bruce Johnstone. (1993). *Learning Productivity: A New Imperative for American Higher Education*. State University of New York. March 15, 1993.

[42] Kimberly A. Crooks. (1998). *State Enhancement of College-level Learning for High School Students: A Comprehensive National Policy Study and Case Study*. A Dissertation. State University of New York at Buffalo Department of Educational Leadership and Policy. p.21.

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The 1973 Carnegie Commission report urges the development of college-level learning activities for high schools. The commission's Recommendation 16, course revision and new content, calls for joint school-college collaboration. "Such a school-college study may lead to course revision at both levels, perhaps to a new content and new fields of study."[43]

Given the enormous fiscal constraints facing institutions of higher education, resulting from rapidly declining government funding, much attention will be paid to examining the traditional notions of academic time, in particular, "the point at which high school stops and college begins."[44] According to Greenberg, factors such as the increasing numbers and sizes of existing partnerships between colleges and schools, pertinent action by state legislatures, and new foundation support for partnerships and replication efforts all have helped to place the high school-college partnerships on the "action list."[45]

2. College-School Partnerships

Greenberg provides a thorough overview of noteworthy national school-college partnerships. Greenberg's extensive background entitles him to speak on the subject of school-college partnerships. He served as Superintendent of Schools at Community

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[43] Carnegie Commission on Higher Education. (1973). *Continuity and Discontinuity: Higher Education and the Schools.*

[44] Kimberly A. Crooks. (1998). *State Enhancement of College-level Learning for High School Students: A Comprehensive National Policy Study and Case Study*. A Dissertation. State University of New York at Buffalo Department of Educational Leadership and Policy.

[45] Arthur R. Greenberg. (1991). "High School-College Partnerships: Conceptual Models, Programs and Issues." ASHE-ERIC Higher Education Report 5. The George Washington University: 1.

School District 25 in Queens, New York, and was a former administrator for freshman skills at LaGuardia Community College, City University of New York. His book, *High School-College Partnerships: Conceptual Models, Programs, and Issues*, provides a historical overview of the school-college movement and discusses the reasons why high schools and colleges are involved in partnerships.

Greenberg calls school-college partnerships a recent phenomenon and says that these have increased in number and scope for a variety of reasons. He believes schools become involved in partnerships as a way to address such issues as student skill under-preparedness, changing student needs, the democratization of higher education admissions policies, greater competition in college recruitment, awareness of a need for new models of professional development for high school teachers, and curriculum redundancy.

While much of Greenberg's work is devoted to models of school-college partnerships, he also provides information on enrichment, compensatory, and motivational academic alliances and faculty/teacher partnerships as well. His treatment of high school teachers and college faculty is known best for generating discussion on teacher evaluation, mentoring, tutoring, school improvement, and program restructuring efforts. Greenberg's compilation of school-college partnerships includes two- and four-year college programs designed to serve students from all academic backgrounds.

The early models of college-level learning in high school in the 1970s demonstrated that learning environments were positively affected by college and high school collaboration and often resulted in increased student preparedness for college-entry.[46] Ernest Boyer states that when schools and colleges collaborated, particularly with regard to content and skills required for college admission, those students were better prepared to succeed in college or on the job.[47] At LaGuardia Community College's "Middle College," where college-level credit for high school was implemented early on in New York State, Lieberman points out that career opportunities for women and minorities in math and science also increased as a result of such involvement.[48]

Funded by grants from The Carnegie Corporation and the Fund for the Improvement for Post Secondary Education, LaGuardia's Middle College opened in 1974 as an alternative high school within a community college. It became one of the very first college-level "simultaneous credit validated" programs under the joint auspices of the New York City Board of Education and LaGuardia Community College of the City University of New York (CUNY). LaGuardia's Middle College has since become a college-level credit model for schools and colleges.[49]

Since the U.S. Department of Labor publication, A Nation at Risk, in 1983, the American public and law makers have engaged in appraisals of America's future as a first-class world economic power in the global economic arena.[50] To maintain a position of global leadership, most of this nation's work force will need a baccalaureate degree to meet the demands of the work place. Literacy and numeracy requirements have already risen sharply as a result of technological innovation, and work opportunities require more than a high school diploma. U.S. Department of Labor statistics in 1989 revealed that by the year 2000, only 46.5% of employed workers will have a high school diploma, compared with the 54.6% of employed workers in 1987.[51] It was clear that the nation must prepare all of the students in its schools for entry into a college. In order for the schools to be able to meet the challenges of preparing students, numerous partnerships among schools, colleges and universities began during this period in our nation's history.

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[46] Macoff, Gene I. (1983). "School and College Partnerships in Education." Special Report. Princeton, New Jersey: Carnegie Foundation for the Advancement of Teaching.

[47] Ibid.

[48] Janet E. Lieberman. (1997). A telephone interview on the topic of community college-high school collaboration, college-level credit, Middle College, LaGuardia Community College: New York.

[49] Janet E. Lieberman. (1997).A telephone interview on the topic of community college-high school credit coursework, Middle College, LaGuardia Community College. New York, New York.

[50] U.S. Department of Labor. (1983). A Nation at Risk. A publication.

The 1980s and 90s gave rise to increased college-level learning in high school as varieties of college and school partnerships formed. Louis Albert observed in 1991 that the number of partnerships in a Syracuse University Project Advance (SUPA) survey lends support to the assertion that education is in the middle of a "partnership movement."[52] Partnerships were found in every state, involving every type, kind and size of school and post-secondary institution. Although the SUPA survey uncovered a significant number of partnerships more than 10 years old, the mid-1980s marked the beginning of a period of rapid growth in college-high school collaborative partnerships.

As stated earlier, AP, one of the oldest partnership programs, has increased in size to the point where nearly 700,000 students took AP examinations in 1998-99, more than twice as many as 12 years earlier. In New York State, the College Now program has increased in extent from the one high school with which it began in 1984, to eight New York City public schools which currently teach pre-selected college courses on the high school campuses.[53]

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[51] U.S. Department of Labor. (1989). Statistical data on literacy in the American workplace.
[52] Louis Albert. (1991). "Response to: Linking America's Schools and Colleges." American Association.

The number of school districts and college faculty who participate in educational partnerships is on the increase as legislative action is a driver for some of the largest state partnerships.[54] Several states, most notably, Minnesota[55] and Florida, require colleges and local school districts to negotiate college-level learning plans, allowing high school students to take college courses without tuition expense.[56] Over 120,000 11th and 12th grade students in Minnesota participated in the program during the winter quarter of 1985. During the spring quarter, the number of students enrolled more than doubled.[57]

The call to make further collaboration between colleges and schools a high priority in New York State was addressed by former State University of New York Chancellor D. Bruce Johnstone in 1994. Johnstone stated that collaboration between schools and institutions of higher education forms partnerships and establishes lasting programmatic linkages which contribute to the development and dissemination of relevant research. Johnstone challenged faculty and administrative colleagues to "collaborate beyond traditional and parochial boundaries in designing curricula, offering courses, managing program articulation and student transfers, advancing faculty exchange, fostering imaginatively expanded student-faculty interactions." Johnstone's challenge to increase college and school collaboration has become a catalytic ingredient in his research on *Learning Productivity* at the University at Buffalo, as professor in the Department of Educational Leadership and Policy in Higher Education.

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[53] College Now Program. (1997). Kingsborough Community College. 2001 Oriental Blvd., Brooklyn. New York.
[54] T.L.Gross. (1998). "Partners in Education." San Francisco.
[55] R. Randall. (1986). "Options Are Changing the Face of Education in Minnesota." The School Administrator. May. 1986.
[56] State of Florida Administrative Code. (1983). Rule 6A-10. 241.
[57] P. Berman. (1985). "The Next Step: The Minnesota Plan." Phi Delta Kappan:188-193.

States are anxious to identify mechanisms that can result in any type of cost savings for their educational dollars. According to Blanco, states have begun to investigate a variety of strategies that can decrease time to degree, including allowing the high school student to begin college-level learning prior to postsecondary matriculation for cost savings and curricular enrichment.[58]

Among the college-school partnerships are vocational-educational Tech-Prep programs. Tech-Prep initiatives re-defined the boundaries between schools and colleges, to the point where the faculty and administrators who work on behalf of these programs began to see themselves as part of a continuum of education.[59] According to Hull, building continuity of programs and services (helping what is often a collection of disjointed parts to connect) is the ultimate goal of many of the college-level programs initiated in high schools.

According to Williams, Tech-Prep "is a working credit validation program at the college and linked to area high schools."[60] He says, "The curriculum fits. ...It's a linking of curriculum and pedagogies of 9-12 grades of individual high schools to the Community College of Philadelphia's two years of study with no gaps once the students leave and come to the college." The Community College of Philadelphia is in its fourth year of offering college-level courses at the high school (school-based) and on campus (college-based) for high school students. The college-based programs, according to Williams, "allow high school students to sit in community college courses on campus and bank credits at the college with no special class section designations. The high school students are mixed with all other students at the community college in classes."[61]

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[58] Cheryl D. Blanco. (1994). "Doing More with Less: Approaches to Shortening Time to Degree" paper presented at 1994 SHEEO Professional Development Seminar for State Higher Education Academic Officers. Coeur d'Alene, Idaho, September 1994.
[59] Dan Hull. "Opening Minds Opening Doors." Cord Communications: WACO, Texas: 1993.
[60] Ron Williams. (1998). Community College of Philadelphia Vice-President for Academic Affairs (formerly). A telephone interview on topic: college-level credit validation programs of Community College of Philadelphia at area high schools. Spring 1998.

3. LaGuardia Community College's "Middle College" Model

LaGuardia Middle College was one of the earliest colleges in New York State to have high school students studying simultaneously at the secondary and college level. It was also one of the first programs in the state to formalize the transfer of such college-level credit.

This program allows students to select from a variety of courses from every department within the college. As a result, according to Lieberman, the Middle College curriculum is varied and flexible, and students maintain a high level of interest and enroll in college courses based on their level of academic ability and maturity.[62]

Middle College teachers work as adjuncts in the college, a decided attraction because of the considerable increase in prestige. College faculty also teach at the high school, giving them greater appreciation for their colleagues' problems. Aside from providing some financial rewards, both faculties gain additional stimulation in their professions. On one hand, exposure to college students and to college faculty gives high school teachers a sense of what the college expects and provides a basis for continuity in curriculum planning. On the other hand, college faculty have an opportunity to see the level of preparation of the students, and they can plan their own courses more realistically.[63]

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[61] Ibid.

[62] Janet Lieberman. (1995). *College Jump Start: A High School-College Collaboration for the Twelfth Education Year.* City University of New York: LaGuardia Community College, New York.

LaGuardia's program of simultaneous credit coursework for high school students shares important characteristics with Syracuse University's Project Advance even though LaGuardia's program deals with at-risk populations in a learning environment of a high school within a community college, while SUPA's college course programs (described below) reach out to student populations in 118 high schools. Preliminary research visits to LaGuardia's Middle College and the SUPA program revealed that the partnering high school teachers are treated as adjuncts by these institutions. Several of the teachers said that they received good treatment and cooperation from the college faculty and that sharing space was no problem. Also, the visit to SUPA provided an opportunity to witness the presence of a SUPA design team of Syracuse faculty preparing to meet with their high school adjuncts on matters relating to curriculum. In both programs, the leadership of the college and school administrations was not only present, but highly interactive with faculty and teachers.

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[63] Darling-Hammond, L. (1990) "*Teacher professionalism: why and how?*" In A. Lieberman (Ed.), *Schools as collaborative cultures: creating the future now*. New York.

4. Syracuse University Project Advance (SUPA) Model

Syracuse University's Project Advance was conceived about the same time as the "Middle College" of LaGuardia Community College. SUPA was established in 1972 as a partnership between the university and high schools for two primary reasons:

- To lessen the duplication of curriculum between the last 2 years of school and the first two years of college.
- To lessen "senioritis," senior-year boredom among capable high school students who complete most of their graduation requirements by the end of the junior year.[64]

Chapman's early research on SUPA, concluded that the redundancy of the secondary and post secondary curricula requires a re-examination. "Much of the repetition seemed to lack any particular planning or rationale. If this duplication could be reduced, students might be free to either take courses in different areas or, alternatively, to receive their high school diploma and/or their baccalaureate degree earlier."[65]

All courses offered through SUPA are regular Syracuse University course offerings. The courses are identical in every important respect to those taught to matriculated students on the Syracuse University campus: same syllabus, textbooks, assignments, examinations and grading criteria. Considered very important to this research, the courses are closely monitored in each participating high school by

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[64] Franklin Wilbur & Leo Lambert. (1995). "Linking America's Schools and Colleges: Guide to Partnerships and National Directory." Second Edition. Washington, D.C.: Association for Higher Education, Boston, MA.

[65] David W. Chapman. (1977). "College Credit in the High School: The Project Advance Model." High School Journal, 60, no.7 (1977): 318.

University faculty and SUPA administrators to ensure that standards comparable to sections taught on the university campus are maintained.[66]

Of critical importance to the SUPA program is in-service training for high school teacher "adjuncts." Such activity provides a continuing forum for educators from both school and university settings.

SUPA courses are taught by a select group of high school teachers who are trained in Syracuse University workshops and seminars by Syracuse University professors. These teachers must meet the university academic department's eligibility standards for teaching the campus course, which in most cases requires the possession of graduate degrees, as well as a minimum of five years teaching experience in the subject area. Upon completion of their training, the teachers are designated by Syracuse University as adjunct instructors and teach the university courses for which they are trained as part of their regular high school teaching schedule.[67]

The Project Advance high school teacher, in addition to receiving an appointment as adjunct instructor of Syracuse University, is actively involved in developing a curriculum.[68] According to Edmonds, "The university [Syracuse University] encourages input, and teachers are free to incorporate learning materials or special talents of their

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[66] William Newell. (1997). Senior Research Associate at the Center for Research and Information on School-College Partnership Programs of SUPA. An interview on the topic of SUPA and high school programs. October 31, 1997.
[67] Ibid.
[68] Gerald Edmonds. (1998). " Syracuse University Project Advance and the Advanced Placement Program: Comparing Two Models for Curricular Articulation and Academic Challenge." Second Annual School-College Partnership Director's Conclave at the 1998 AAHE National Conference. Atlanta, Georgia. March 21-22, 1998.

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own."[69] He says that in contrast to AP, SUPA places considerable emphasis on having a mandated process for curriculum and teacher involvement, and ongoing communication helps to maintain the university-high school cooperative relationship. Every semester, a Syracuse University professor who teaches the course on the campus visits the high school. These visits enable all parties involved to discuss mutual concerns, offer and receive suggestions for improvement, and evaluate the status of the program.[70] This statement reinforces Wilbur and Gaines' remark in *Early Instruction in the High School: Syracuse University's Project Advance* that "A considerable quantity of resources and energy is devoted to program evaluation and research on instruction. This evaluation effort is important to maintaining the integrity of the program."[71] The efforts of SUPA to mandate evaluative procedures are vital to ensuring academic integrity in the program. Such assurance can validate the courses and credits.

Credits earned by students who successfully complete coursework taken through Project Advance are verified by an official Syracuse University transcript and can be transferred to other colleges and universities. These courses may be transferred directly for degree credit, or may lead to exemption from similar courses or to advanced placement. Syracuse University reports that 96% of the colleges where SUPA students enroll accept the credits.[72]

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[69] Ibid.
[70] Ibid.
[71] W.T. Daly. (1985) *College-School Collaboration: Appraising the Major Approaches.* New Directions for Teaching and Learning, no.24. San Francisco: Josey-Bass. December 1985.
[72] Syracuse University Project Advance (1997). Materials on topic: college-school credit programs with high schools, assessments, faculty design teams along with discussions with William Newell, Gerald Edmonds and Franklin Wilbur during a SUPA visit in October, 1997.

SUPA's team of experts in their fields and teaching disciplines have developed a learning outcomes assessment and information system. The assessment system measures the knowledge and skills of SUPA's program completors and tracks transfer, graduation and other completion rates associated with Syracuse University credit. Syracuse University's Project Advance has one of the largest support databases in the United States consisting of (a) post-graduate survey results, (b) student transfer success rates to Syracuse University and to other colleges and universities, and (c) models of faculty collaborations with high schools and institutions of higher education where school teachers and SUPA professors form "curriculum design teams." These design teams jointly assess the delivery of the coursework.[73] Other colleges have modeled their programs after SUPA, including SUNY's Onondaga Community College.[74]

Syracuse University's Project Advance data bank is a resource not only for SUPA faculty and their partnering colleagues in high schools, but also for the community-at-large for research studies. SUPA's Center for Information and Research on School-College Partnerships conducts database searches and networks people throughout the country who are actively working at all levels in the partnership arena.[75] Franklin Wilbur and Leo Lambert have provided detailed information on more than 1,100 school-college-university partnerships and directory data on another 1,000 sources of collaborative involvement. The partnerships involve every level of elementary and secondary education and every sector of higher education.[76]

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[73] William Newell. (1997). Senior Research Associate for the Center of Research and Information on School-College Partnership Programs at Syracuse University. A daylong meeting on SUPA and high school programs on October 31, 1997.

[74] Wood, S. (1991). "Syracuse University Project Advance Gives Teens A Taste of College Work." Syracuse Herald-Journal: October 19, 1991.

[75] William Newell. (1997). Senior Research Associate for the Center of Research and Information on School-College Partnership Programs at Syracuse University. A daylong meeting on SUPA and high school programs on October 31, 1997.

According to Greenberg, SUPA is by far one of the most well- established school-college partnerships. This model is among the most prominent of all college-level learning in high school programs, along with the College Board's Advanced Placement Program, City University of New York's Kingsborough C.C. College Now Program, Minnesota's Post-secondary Enrollment Options Program, Florida's Dual Enrollment Program, and Virginia's Master Technician Program.[77] Greenberg believes that opportunities for partnerships will increase in the future, and he calls for schools and colleges to make the connections that will be necessary to help high school students choose college as part of their future.[78]

5. Community College Partnerships with High Schools

Community colleges as post secondary educational institutions intending to serve local communities are called on to meet the needs of their constituencies: students, employers, four-year colleges and universities, school districts, and the other members of the public.[79]

The current fiscal crisis in community colleges is viewed by many as a catalyst for reform, as an opportunity to implement changes. Competition for scarce resources will lead to innovations in curriculum, delivery systems, and administrative processes. The movement to the information age will bring with it an interconnectedness when higher education institutions begin to view themselves as part of a broader socioeconomic system, rather than independent and semi-autonomous entities.[80] It is important for community colleges to respond to the recent educational reform reports which have stressed the need for increased cooperation among educational institutions. Many of these reports enunciate the concerns of faculty and administrators about high drop-out rates, student under-preparedness, teacher under-preparedness, and greater competition for college students. Recommendations which seek to address these concerns include school-college partnerships for curricular coordination, college preparation programs, facility sharing, and faculty exchanges.

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[76] Franklin Wilbur & Leo Lambert. (1995). *Linking America's Schools and Colleges: Guide to Partnerships and National Directory.* Second Edition. Washington, D.C.: Association for Higher Education, Boston, MA.
[77] Arthur R.Greenberg. (1991). "High School-College Partnerships: Conceptual Models, Programs and Issues." ASHE-ERIC Higher Education Report 5. The George Washington University: 1.
[78] Ibid.
[79] S.P. Kerlin, P.B. Britz. (1994). Assessment and Diversity: Outcome and Climate Measurements. New Directions For Community Colleges, 88, 53-60.

Changes in the relationship of high school teachers and college faculty in school-college partnerships lag for a number of reasons. Historically, the high school teachers and community college faculty are "physically" separate. Faculty senate and union issues exist with respect to teaching loads, compensation, teaching credentials, contractual language and quality assurances. And faculty raise concerns about who teaches specific courses both on and off campus and within the language of the union contracts.

Today, community colleges are engaged in "off-campus" course offerings to students at the high school with simultaneous college/school credit. Such college-level coursework is referred to in this study as "school-based learning" when taught by the high school teacher who is approved as an "adjunct" by the college. In New York State, many high school students are participating in school-based learning by taking courses offered by SUNY community colleges which simultaneously meet high school requirements for graduation and college credit.

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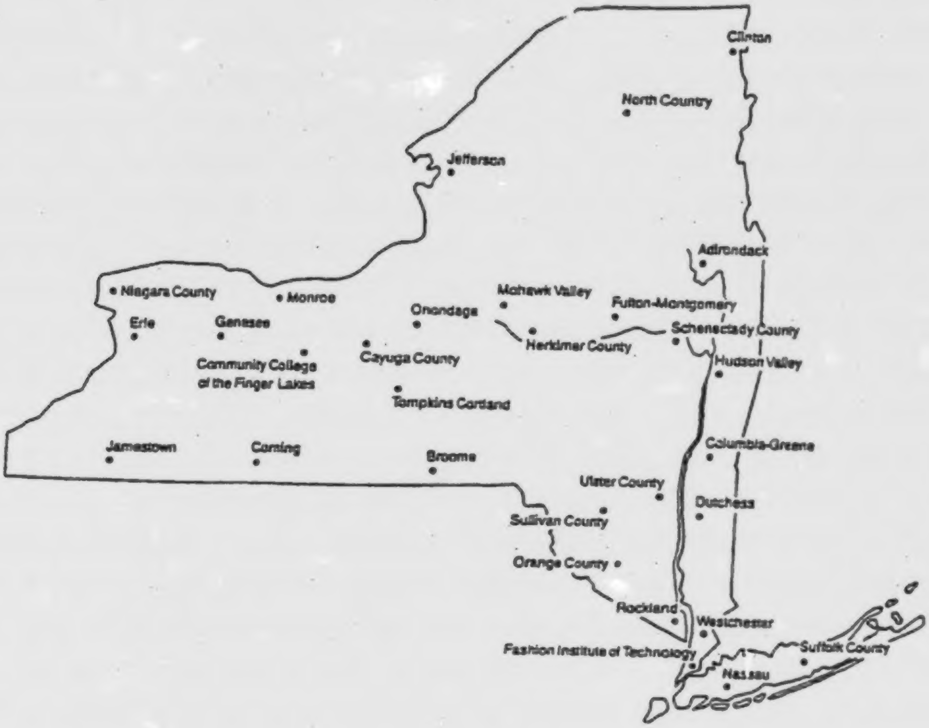
[80] A.L. Lorenzo, N.A. LeCroy. (1994). "A Framework For Fundamental Change in the Community College." Community College Journal, 64, 14-19.

As school-based college-level learning is rather new, the descriptive research here of SUNY community college participation in this phenomenon is the first of its kind.

Figure 1
Map of The Community Colleges of the State University of New York


Clinton
North Country
Jefferson
Adirondack
Niagara County
Monroe
Mohawk Valley
Fulton-Montgomery
Onondaga
Erie
Genesee
Schenectady County
Herkimer County
Hudson Valley
Community College of the Finger Lakes
Cayuga County
Tompkins Cortland
Columbia-Greene
Jamestown
Corning
Broome
Ulster County
Dutchess
Sullivan County
Orange County
Rockland
Westchester
Fashion Institute of Technology
Suffolk County
Nassau

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Chapter III The "State" of New York Community Colleges

1. A History of Higher Education in New York State

The following picture of higher education in New York State will form the basis for understanding the history and present governance structure that affects school-based college-level learning policy and practices among the participating SUNY community colleges.

In 1784, the New York State Legislature created the University of the State of New York, to be governed by a Board of Regents. The Regents received broad powers over all forms of education in the state, overseeing all education, professional licensing, and appointment of the commissioner of education, who also serves as president of the University of the State of New York.[81] As a result, the Board of Regents was given control over all Higher Education degree programs offered by both public and private institutions.[82]

For nearly two centuries, 107 private institutions had dominated higher education in New York, and because of the belated establishment of the public system, independent colleges and universities exerted greater influence than in states with strong public institutions. Although the idea of creating a state university had surfaced from time to time, it invariably died in the concept stage, often because it was seen as a threat to the enrollments of the private colleges and universities. Even today, the private institutions

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[81] William C. Barba.(1995). *Higher Education in Crisis: New York in National Perspective*. Vol.3.
[82] Commission on Independent Colleges and Universities. (1995).*The Affordable Choice: New York's Independent Colleges and Universities and Financial Aid*. Albany: 1995.

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still enroll 40 percent of the state's students and produce 58 percent of the baccalaureate degrees, 69 percent of the graduate degrees, and 83 percent of first professional degrees.

World War II set in motion the events that led to SUNY's creation. As the war ended and millions of discharged servicemen began returning to civilian life with their GI Bill of Rights, they sought out college and university campuses in record numbers. In New York there was uncertainty that the combined private and public institutions would be able to provide the access needed to handle the numbers. Consequently, in 1946 the only state in the United States without a public research university (there were, of course, public four-year colleges, primarily in teacher education) began to consider its establishment. It was not until 1948 that the legislation establishing the State University of New York was passed by the state legislature and signed into law by Governor Thomas E. Dewey. Although the youngest state system, SUNY developed into the largest public higher education system in the United States; it includes community and technical colleges, comprehensive colleges and research centers.[83]

There are two public systems of higher education in the State of New York. The State University of New York (SUNY) and The City University of New York (CUNY). The State University of New York is among the world's largest systems of higher education, embracing a total of 64 distinctly individual campuses located in urban, suburban and rural communities across New York State. Because of its structure and its comprehensive programs, students entering SUNY are able to select from a variety of campuses: four University Centers, twelve State Colleges, five Colleges of Technology, two Health Science Centers, six specialized colleges, five statutory colleges, and thirty locally-sponsored community colleges.[84]

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[83] William C. Barba. (1995). *Higher Education in Crisis: New York in National Perspective*. vol.3.

The most recently compiled enrollment SUNY data for the Fall 1997 term, reports 372,433 students enrolled in the State University, with 181,697 (122,304 FTE) students enrolled in community colleges.[85] Thus, community colleges enroll over 50% of (new) first-time students in the State University System.[86]

2. The Evolution of SUNY Community Colleges

Although the term "community college" was not to become fully defined until the 1960s and the 1970s, as the community college movement exploded across the country, the 1948 final report of New York State's Temporary Commission on the Need for a State University said that the conditions of the times in New York State required a "broadening of the public provisions for higher education on all fronts."[87] Since these purposes could best be served by a long-range program that would include community colleges, the Commission recommended:

> "Establishment, with state aid, of locally administered public community colleges, offering two-year terminal general and technical education...the capital costs of these colleges should be shared equally by the localities and by the state."[88]

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[84] State University of New York Profiles (1996). Offices of Publications and Access Services. State University of New York, Albany.

[85] Roy Spoor. (1998). State University of New York. Office of Academic Planning, Policy and Evaluations-IR. A telephone interview on October 19, 1998.

[86] David Henihan. (2000) State University of New York. Office of Systems Administration. A telephone discussion relative to the most recently compiled SUNY community college enrollment and FTE numbers. March, 2000.

[87] State of New York. (1948). "Report of the Temporary Commission on the Need for a State University." Albany, NY.

[88] Ibid.

This conclusion was a result of a compromise between those who favored establishment of the newly envisioned community college program through local levies and state aid, and those who wanted the two-year colleges to be state institutions, built and maintained with state funds, and responding to state authority.[89] Thus, it was with widespread acceptance of the Commission's recommendations that Chapter 696 of the Laws of 1948 was passed on March 12 of that year, setting the course for the development of community colleges in the State of New York.

The remainder of this chapter will present the expanding mission of SUNY community colleges during times of fiscal constraint and broken political funding promises. These factors contribute to community college budget shortfalls and motivate colleges to further their quest for revenue generation. The chapter will also provide a descriptive account of the governing framework of "off-campus" policies and guidelines, on which the SUNY community colleges must build their college-level learning in high school programs. Crooks states that the guidelines were "created with the assistance of campus representatives and system administrators (SUNY)"[90] to "provide a reasonable process through which campuses may work together to ensure quality instruction to many of the state's high school students."[91] This research will make an attempt to find out if such collaboration exists among SUNY institutions in practice.

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[89] Oliver Charmichael, Jr. (1955). "New York Established a State University." New York.

[90] Kimberly A. Crooks. (1998). *State Enhancement of College-level Learning for High School Students: A Comprehensive National Policy Study and Case Study*. A Dissertation. State University of New York at Buffalo Department of Educational Leadership and Policy. p. 151.

[91] Ibid. p. 151. Paraphrase of William F. Messner, Vice Provost, State University of New York, Office of the Vice Provost for Academic Programs and Research, Memorandum to Presidents on Guidelines Regarding Credit Courses in High Schools, 30 July 1996.

3. The Expanded Mission of SUNY Community Colleges

The mission of the community college from its beginning was to provide affordable access to general and technical education with transfer opportunities to four-year colleges. Community colleges were organized within local governments rather than as components of state government. Regarding finances, the final report of New York's Temporary Commission on the need for a State University says:

> The capital costs of these colleges shall be shared equally by the localities and by the state. One-third by state aid under a long-range plan prepared by the Trustees of the State University, and approved by the Board of Regents, and by the Governor.

Community colleges expanded rapidly in New York. By 1960, 18 community colleges responded to the challenge of placing "every high school in the State within commuting distance of a two-year college."[92] By 1967, the colleges were serving 80,000 students, seven times the number of students served ten years earlier.[93]

The community college's mission was again expanded with the creation of "open-door" admissions, counseling and developmental education programs, known collectively as "full opportunity."[94] The Full Opportunity Program adopted by the Legislature was intended partially to offset the local financial burden and to make the community colleges more comprehensive and more available to a wider spectrum of the population. The program was designed to provide 40 percent funding to eligible colleges, rather than the normal 33 1/3 percent. The problem is that not all of the eligible community colleges are receiving their full share of the promised 40%.

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[92] State University of New York Community Colleges. (1964). The Master Plan Revised 1964 "*Stature and Excellence: Focus for the Future.*"
[93] State University of New York (1967). Progress Report and Interim Revision of the Mater Plan for 1964.
[94] State University of New York. (1970). A General Plan for the Organization, Development, Coordination and Operation of the Educational Opportunity Programs of the State University of New York.

According to Gerard Egel, the former Erie Community College Budget Director, some of the SUNY community colleges were under the impression that Full Opportunity Programs would assure state provision of 40 percent of the operating budget, rather than the one-third which had been the case under the law. The imposition of the formula resulted in some colleges receiving less than 40 percent, and other colleges receiving even less than one-third of its operating budget from the State, as was the case of Erie Community College (ECC). Thus, some of the colleges and counties felt that the State had reneged on its Full Opportunity Plan provisions.[95] In this matter, the Erie Community College Budget Director provided figures 2-4. Figure 2 details ECC's 1996-97 Operating Budget of $63,257,781.

Figure 3 shows the total county contribution at its highest level (22.19%) in 1988 and its lowest level (16.34%) in 1993.

Figure 4 illustrates ECC's 1996-97 Budget Operating Projection Revenues showing both State and County sponsorships well below the 1/3 formula with student contribution levels well above the 1/3 proportionment.[96]

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[95] Egel, Gerard. (1997). Erie Community College Budget Director. An interview with ECC's Budget Director in November 1997 at Erie Community College, Orchard Park, New York.
[96] Ibid.

Figure 2
Projected Budget Expenditures of ECC by Category (1996-1997)

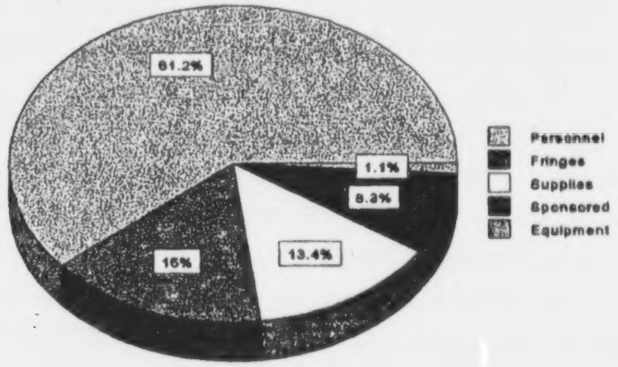

Figure 3
Level of County Contribution to ECC Budget (1988-1997):
As Percentage of Total Budget

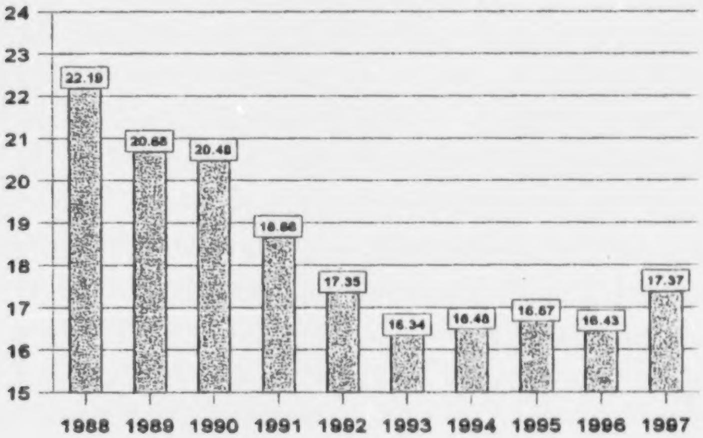

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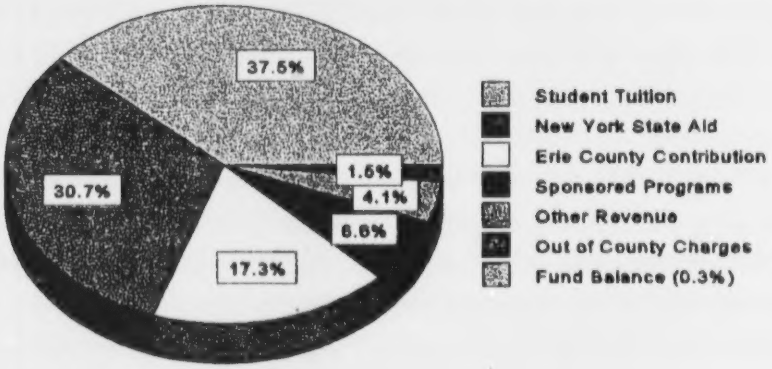
Figure 4
Student, State and County Contribution to ECC Budget (1996-1997): As Percentage of Total Budget



In fiscal year 1997-98 ECC and four other SUNY Community Colleges, Jamestown CC, Genesee CC, Mohawk Valley CC, and Tompkins-Cortland CC were granted the right to exceed the $2,500 cap on annual tuition rates by the State University Trustees. The Trustees stressed that this was a "one-time action" because of the "unique financial circumstances" facing those campuses at that time.[97] In approving these special waivers, the Trustees said tuition would be limited to no more than $100 above the cap. This meant that these five community colleges were not to exceed an annual tuition of

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[97] Goldfarb, Kenneth. (1997). Telephone interview in October 1997 along with fax communication: Waiver and State University Trustees Approval of Erie Community College Tuition Cap Waivers.

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$2,600 for the 1997-98 academic year.[98] As a result, students and parents had to shoulder the added tuition increases even though borrowing levels and indebtedness continued to be on the rise.

4. Rising Costs & Legislation

The question of adequate fiscal support for the community colleges to operate effectively is apparent. The colleges' tuition has to remain low if the students are to afford this cost. The expanded enrollments of past years and the increased costs of higher education had created a financial burden for the sponsors. The Heald Committee had proposed that the state provide aid for the increasingly heavily enrolled community colleges at 50 percent, instead of one-third, of operating costs.[99] This did not happen.

New York's Legislative Commission on Expenditure Review examined community college enrollment growth, finances and capital expenditures in its Evaluation of Two-Year College Trends in 1973.[100] It found that problems of excessive sponsor control existed at some community colleges. As a consequence, a task force on Financing Higher Education was created by Governor Nelson Rockefeller in 1973. This evaluative report said that the community colleges had discrepancies among them in quality and access which needed to be reduced.[101] At this time it was recommended that the governor

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[98] Ryan, John. W. (1997). SUNY Chancellor, News Release of November 17, 1997 regarding 1998-99 Budget Presentation. SUNY News. Albany, New York.

[99] State University of New York. (1960). Meeting the Increased Demand for Higher Education in New York State: Report to the Governor and Board of Regents.

[100] State of New York Legislative Commission on Expenditure Review of Community Colleges. (1973). Evaluation of Two-Year College Trends.

[101] Ibid.

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appoint more than half of the trustees of these colleges and that the state supply more than 60 percent of their operating costs to keep tuition from rising. A Joint Legislative Committee was formed to report on the State's Tuition Assistance Program (TAP) for defraying tuition costs. It also directed the State University to develop plans specific to programs and budget processes for all community colleges, and to begin using a new state-aid funding formula.[102]

Since 1970, state aid has been allocated as a specific dollar amount per full-time equivalent student (FTE). However, the State of New York has not lived up to the 1/3 funding formula promise. Furthermore, since 1994, community colleges have lost approximately $20 million in categorical state aid for special programs.[103] Because of not receiving their share of the 1/3 funding formula and because of inflationary costs, the colleges have good reason to find additional sources of revenue to supplement the funding they do receive.

5. Current Funding

Funding for SUNY community colleges comes essentially from three sources: the student (in tuition and fees), the State, and the local sponsor. Recently however, the student has borne an increasing share, over one-third, while the State and local sponsors provide considerably less. Almost half of the local sponsors contribute less than 30%, and some contribute as little as 16%.

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[102] Ibid.

[103] Glenn DuBois. (1997). State University of New York at Buffalo. Community and Junior College class lecture. March 13, 1997.

Tables 1 and 2 illustrate how the funding of SUNY community colleges has fallen heavily on the backs of the students and their parents because of declining State and Local contributions.

Table 2 reveals that the student contribution to total funding for 1997-98 was 37.2%, up from 35.1% in 1995-96, 33.0% in 1994-95, and 28% in 1986-87, as reported by the SUNY Office of Community Colleges.[104]

The same table shows that the State contribution to total funding for 1997-98 was 29.4%, down from 29.6% in 1995-96, 30.0% in 1994-95, and 33% in 1986-87, as reported by the SUNY Office of Community Colleges.[105]

In Table 1, subtracting the student and state shares from 100% results in an average local sponsorship share for the thirty community colleges of 33.4%. However, referring again to Table 1, observe that 4 community colleges have local sponsor contributions substantially below the average: Jefferson C.C. at 16.4%, Hudson C.C. at 20.9%, Schenectady C.C. at 22.1%, and Erie C.C. at 22.3%. Moreover, these same four colleges are among the five highest in student contribution rate among the thirty SUNY community colleges: Jefferson C.C at 47.3%, Hudson C.C at 45.8%, Schenectady C.C. at 45.2%, and Erie C.C. at 43.0%. Contrast these rates with the average student contribution among the thirty community colleges of 37.2%.

It is evident from these data that student contribution of 37.2% in 1997-98 represents the highest funding for all sources and over all the years shown in Table 2.

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[104] State University of New York. (1997). University Relations. A fax transmission: Ken Goldfarb, SUNY Albany telephone interview of November 3, 1997.
[105] Ibid.

Table 1
Portion of Costs Borne by Students, State, and Local Sponsors: All SUNY Community Colleges (1997-1998)

Community Colleges	Tuition Rate	Share of costs by students and each of the sponsors		
		Student	State	Local
Adirondack	2,050	37.8	33.8	28.4
Broome	2,268	38.2	30.7	31.1
Cayuga	2,480	37.2	29.2	33.6
Clinton	2,325	35.6	29.2	35.2
Columbia-Green	2,160	29.1	25.3	45.6
Corning	2,500	40.0	29.1	30.9
Dutchess	2,300	36.8	26.1	37.1
Erie	2,600	43.0	34.7	22.3
Fashion Institute	2,500	28.7	20.4	50.9
Finger Lakes	2,350	35.4	30.3	34.3
Genesee	2,600	42.9	33.5	23.6
Herkimer	2,250	36.2	33.9	29.9
HudsonValley	2,350	45.8	33.3	20.9
Jamestown	2,600	40.2	33.6	26.2
Jefferson	2,242	47.3	36.3	16.4
Mohawk Valley	2,600	40.0	31.6	16.4
Monroe	2,500	43.1	32.6	24.3
Nassau	2.120	32.6	25.9	41.5
Niagara	2,500	38.9	31.6	29.5
North Country	2.200	33.5	30.0	36.5
Onondaga	2.500	43.0	31.0	26.0
Orange	2.200	33.5	26.7	39.8
Rockland	2,325	32.1	26.1	41.8

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Community Colleges	**Tuition Rate**	**Share of costs by students and each of the sponsors**		
		Student	**State**	**Local**
Schenectady	2,340	45.2	32.7	22.1
Suffolk	2,180	37.1	29.8	33.1
Sullivan	2,500	32.5	24.8	42.7
Tompkins	2,600	38.4	29.1	32.5
Ulster	2,470	34.2	26.2	39.6
Westchester	2,350	36.8	34.1	29.1
Average	**2,373**	**37.2**	**29.4**	**33.4**

Source: State University of New York Office of University Relations, November 3, 1997

Table 2
Contribution Level of Students and State Sponsor:
SUNY Community Colleges

Source of Funding	**1997-1998**	**1995-1996**	**1994-1995**	**1986-1987**
Students	37.2	35.1	33.0	28.0
State	29.4	29.6	30.0	33.0

Source: State University of New York Office of Public Relations, November 3, 1997

Referring again to Table 1, observe that the average full-time student tuition at the 30 community colleges was $2,373 in 1997-98, with a maximum tuition of $2,600 and a minimum of $2,050. The Basic Student Charges by Institution Report of New York State for 1995 and 1996 reports that the four community colleges named above, which have the highest student contribution levels and the lowest local contribution levels, were also among the highest in tuition increases from 1995 to 1996. Hudson Valley Community College was the highest with a 12.3% increase.[106]

Furthermore, the $2,373 average SUNY community college tuition for 1997-98 is considerably higher ($872) than the national average for two-year colleges, which was $1,501 for that year.[107] This upward spiral of SUNY community college tuition continues to raise affordability concerns for students and their parents.

Table 3 below shows that in a national comparison, New York State provides lower percentages of funding support to its community colleges than any other region, according to the SUNY Chancellor's Task Force of Community Colleges. When New York State is compared regionally, the state support per FTE from New York is $514 lower the national average shown in Table 3.

Table 3
Comparative State Funding Support of Community Colleges by Region

Region	State Support Per FTE	% of Operating Costs
New York	$ 991	32.9
East	1,097	39.0
Central	1,341	39.0
South	1,833	67.0
West	1,562	60.0
National	1,505	53.0

Source: State University of New York Office of Public Relations, November 3, 1997

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[106] State of New York Education Department. (1997). Office of Research and Internet e-mail of November 2, 1997.

[107] Burd, Stephen. (1997). "Default Rate on Student Loans." The Chronicle for Higher Education. A28. November 21, 1997.

In New York, the community colleges can only call themselves low cost in comparison to the even more rapidly rising tuitions of the state-operated colleges. The cutbacks in state funding for public higher education in New York over the past five years, according to Stewart Steiner, president of SUNY's Genesee Community College, have been "no less than brutal."[108] There is simply not enough revenue because of sponsorship loss and drastic funding cutbacks. SUNY community colleges are finding college-level learning in high school programs to be sources of revenue at no extra costs, replacing the lost government revenue.

6. Governance

Twenty-eight of the SUNY community colleges are governed by a board of 10 trustees each: five appointed by the local sponsor, four appointed by the governor, and one student trustee elected by the student body. Two community colleges are regional, with no county sponsor, and are governed by a 14 and 15 member board of trustees. As the governing body, the board of trustees sets policies, appoints personnel, approves curriculum, and adopts budgets. At the next higher level, the State University trustees provide guidelines to community colleges, approve budgets, make presidential appointments, approve academic curricula and tuition. The Chancellor to the State

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[108] Stewart Steiner. (1997). Adjunct Professor at State University of New York at Buffalo Department of Educational Leadership and Policy. A lecture in the Junior Community College class.

University carries out the Board of Trustees policies, assisted by SUNY System Administration personnel under the direction of the Vice Chancellor.[109]

State University community colleges are state-aided, but not state-operated. The difference is significant. State University trustees *appoint* the presidents of the state operated colleges, but they *approve* community college presidential appointments. The State University has absolute control over tuition and fees at the state operated units; community colleges set their own rates. Faculty at state operated colleges are state employees. Community college faculty are employees of the local sponsor, usually a county.[110]

The State University Trustees and the Chancellor give presidents, academic vice presidents, deans and other academic officers ultimate authority and responsibility for the academic well-being of their campuses. However, SUNY Trustee policy and the traditions of American academic governance call for a sharing of this responsibility with the faculty.[111] According to Johnstone, "Faculty involvement in governance may, and desirably should, occur in a variety of forms and at a variety of organizational levels."[112] The principal mode of faculty involvement in governance within SUNY is an elected faculty senate, consistent with Article X of the Policies of the Board of Trustees.

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[109] State University of New York. (1986). Report of the Chancellor's Task Force on Community Colleges. State University of New York, Albany.
[110] Glenn DuBois. (1997). Former SUNY Director of Community Colleges. State University of New York at Buffalo lecture to Community and Junior College class in Department of Educational Leadership & Policy.
[111] D.Bruce Johnstone. (1991). *Academic Governance in the State University of New York: Precepts for Campus Presidents and Faculty.* Office of the Chancellor State University of New York.
[112] Ibid.

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Under Johnstone's tenure as chancellor, the vision statement, *SUNY 2000: A Vision for the New Century,* in Section 5.2 entitled "Entry-Level Knowledge & Skills Report," made recommendations regarding:

- Colleges should take suitable care to prevent students from duplicating in college-level work they have already completed in high school. SUNY urges its academic departments to verify coursework by examining the high school syllabi.

- SUNY units should follow the SUNY policy in granting credit toward the degree for advanced work in high school, as evidenced by suitable scores on AP examinations, CLEP, and Regents College Examinations; SUNY campuses should similarly recognize successful completion of college courses taught in the high school (e.g. SUPA) as well as other courses, such as the International Baccalaureate that exceed Regents courses in their requirements.

- High schools not presently offering AP courses should be enabled to do so, if they wish, through appropriate funding. In 1991, only 230 of the 1400 high schools in New York State offered such courses.

- SUNY should recognize the offering of college courses in high schools by college faculty as part of the public service mission of the university. Since, at present, it is not realistic to suppose that many SUNY colleges will be able to spare faculty to teach in the high schools, SUNY colleges should explore the possibility of offering college courses to high schools via distance learning technologies.

- SUNY should encourage well-motivated students to enroll in college courses while still in high school. Although the value of college courses taught in the high school is not in question, the experience of actually attending courses with college students in the atmosphere of college teaching and expectations is different in kind and provides a strong bridge to college itself. However, high school students will need help from SUNY in attending courses at their local SUNY unit, specifically, help in scheduling and registration and help with transportation to the campus.[113]

Following upon this, Chancellor Johnstone and Provost Burke formed a Task Force in conjunction with N.Y.S. Department of Education Commissioner Sobol's announcement of *A New Compact for Learning*; consequently, a major reform for public elementary and secondary education in New York State was taking shape. The Task Force was to respond to the Compact's call for higher and continuing education to: (a) collaborate in specifying what students in elementary, middle, and secondary schools need academically; (b) collaborate with schools to motivate and prepare elementary, middle and secondary students for higher education; and (c) to provide feedback to school districts on their graduates' academic performance in college (via the "Principals Report" that is currently in use).[114] These collaborative efforts between SUNY and NYSED helped to frame the SUNY Guidelines on Offering College Credit Courses in High Schools, which expanded "off-campus"offerings to include the approval of the high school teacher to teach college-level courses. According to Crooks, the guidelines "were developed for courses offered in the credit-validation model." [115] In this study, such college-level coursework taught by the high school teacher adjunct in the high school is being referred to as "school-based learning."

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[113] State University of New York. (1992). SUNY 2000: *A Vision for the New Century*, "Entry-level Knowledge and Skills Report." September, 1992.

7. SUNY Guidelines on Offering College Credit Courses in High Schools

A SUNY policy statement of academic practices and geographic/service areas was first developed in 1994 by the Joint Working Group of campus representatives and SUNY Central staff and was endorsed by the SUNY Association of Chief Academic

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[114] State University of New York. (1994). SUNY Guidelines on Offering College Credit Courses in the High Schools. June 28, 1994.

[115] Kimberly A. Crooks. (1998). *State Enhancement of College-level Learning for High School Students: A Comprehensive National Policy Study and Case Study*. A Dissertation. State University of New York at Buffalo Department of Educational Leadership and Policy. p.151.

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Officers.[116] The only revision of the policy statement was the second procedure under "Academic Good Practice," which reviews the term "temporary adjunct instructor" and asserted that the term "adjunct" does not imply compensation or rights to other employee benefits. Except for this revision, the SUNY Guidelines on Offering College Credit Courses in the High Schools, as developed in 1994, remain in force. They outline the basic methods for delivering college courses to high school students by SUNY units:

- SUNY institutions approve a high school teacher to offer college credit-bearing coursework to secondary students.
- SUNY faculty members offer a college course to high school students at a high school.
- High School students come to a SUNY campus to take a college course.[117]

The SUNY Guidelines on Academic Good Practice further require that a SUNY institution which offers college credit coursework in high school maintain evidence that the following processes and procedures are in place:

- the college reviews the course syllabus and ensures that the course offered at each high school site is comparable to a course offered by the college. The college academic officer responsible for the course reaffirms this comparability annually.
- the college ensures that the high school instructor's qualifications are comparable to those of the college instructors teaching the course on the home campus, and designates the high school instructor a "temporary adjunct" instructor at the college.
- the quality of the teaching of the course is reviewed at each offering by means such as peer observations/mentoring by full-time college faculty, student

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[116] William Messner. (1996). State University of New York Vice Provost of System Administration. SUNY Academic Research and Programs correspondence to SUNY units and presidents.
[117] State University of New York. (1994). SUNY Guidelines on Offering College Credit Courses in the High Schools. June 28, 1994.

evaluations of the course and the instructor, and end-of-term evaluation by the department or division chair.

- the appointing institution has a commitment to support the professional development of the high school instructor.
- assessment of student learning in the course is comparable to that in its campus counterpart. Such comparability might be ensured by faculty's reviewing exams or other assessments of student learning used in the course taught in the high school, or by using the same assessment instruments in the course delivered in the school and on the campus.
- the course is recorded on the college transcript in the same manner as all other college courses.[118]

These guidelines were used in the development of the questions asked during this study's interviews with community colleges and their high school partners about ensuring instructional quality.

8. Community College Service Area Policy

When it considered guidelines on Geographic/Service Area, SUNY refers directly to "Guidelines for the Administration of Credit-Bearing Off-Campus Instructional Activities," issued as part of a SUNY Memorandum to Presidents, 88-9 of December 12, 1988 by Vice Provost William Messner.[119] These guidelines were implemented by Vice Provost Messner in 1996 to address geographic catchment disputes involving colleges and universities. According to this document, many SUNY colleges have developed "College Credit in the High School" programs to increase access to college-level learning for high school students and to enhance learning productivity by shortening time to degree.[120] Messner speaks to the importance of colleges' adhering to the SUNY policy statements of "academic good practices and geographic/service area guidelines" when offering credit courses in high schools.

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[118] Ibid.

[119] State University of New York. (1988). SUNY Memorandum to Presidents (Unit) 88-9. "Guidelines for the Administration of Credit-Bearing Off-Campus Instructional Activities." December 12, 1988.

Adherence to the policy is not always easy, according to Messner in a telephone interview in 1998. He stated that often times it's by a "gentleman's agreement" that colleges and universities resolve geographic catchment disputes. Messner referred to a situation in which Provost Joseph Burke (as SUNY's Interim Chancellor) responded to Messner, then President of Orange Community College, concerning a geographic complaint against SUNY/Albany's "high school programming" assertiveness. According to Messner, Burke ordered SUNY/Albany out of the geographic territory of Orange Community College. Messner recalls that Interim Chancellor Burke sent a letter to Messner about "catchment areas" and stated that "the community college has first priority at high school programming because it is to serve the community."[121]

The SUNY Community College Service Area Policy clearly states, "A community college may provide educational services beyond its sponsorship area. Such services may be included in the operating budget for State financial assistance purposes in accordance with the provisions contained in Section 601.5 of the Official Compilations of Codes, Rules and Regulations of the State of New York."[122] Paragraph 11 goes on to state that

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[120] William Messner. (1996). SUNY Vice Provost of Systems Administration. State University of New York. Academic Research and Programs correspondence to SUNY units and presidents.

[121] William Messner. (1998). Former Vice Provost of State University of New York. A telephone interview on the topic of: SUNY policy specific to college-level learning with high schools. July, 1998.

[122] State of New York Department of Education. Official Compilations of Codes, Rules and Regulations. Section 601.5. Chapter V of Title 8.

"if a SUNY unit plans to offer an off-campus credit-bearing activity in a geographic region where another SUNY unit/units are located, the initiating campus shall inform the presidents of all other SUNY units within this geographic area of its proposed activity in writing."[123]

These procedures are intended to respect longstanding partnerships between SUNY institutions and high schools, and to recognize that such partnerships may need to change over time. The mission of local SUNY campuses to serve communities within their geographic/service area should be respected, as should the preferences of the high schools to develop partnerships with colleges of their choice.[124] Data specific to "catchment infringements" were obtained from responses to the questionnaire and during interviews conducted for the four community college case studies. Among these data are several instances of infringement by SUNY/Albany into the geographic service areas of community colleges.

A telephone interview was conducted in 1997 with Chuck Burns, Assistant to the SUNY Provost. Burns reiterated that SUNY encourages the expanded offering of "quality" college-level coursework to qualified high school students in order to enhance student learning in high school and better prepare more students for the transition into the freshman year of college. Such expansion, according to Burns, is one way for SUNY to meet a state need in public education, making the twelfth grade more rigorous and directed for more students.

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[123] Ibid.

[124] State University of New York. (1994). SUNY Guidelines on Offering College Credit Courses in the High School. June 28, 1994.

Burns also stated that it would be advantageous to SUNY to research the (amount of) SUNY community college involvement in college-level learning in high schools and to study the policy and practices of such involvement.[125]

9. Policies and Practices of College-Level Learning in High Schools (A Review)

In the course of this research, community college participation in college-level coursework in public high schools came under the scrutiny of the New York State Education Department as it reviewed SUNY off-campus policies and guidelines. Even though the question prompting NYSED's attention was the issue of "Summer Schools at Community Colleges,"[126] it became apparent that NYSED had concerns about community college activities with public schools, specifically, the content and rigor of "two year programs of a post high school nature." Subsequent questions emerged, and NYSED clarified that the issue of "Summer Schools at Community Colleges" was not limited to college-level courses in the "summer" since the NYS Education Law, Section 3202, does not distinguish between attendance during the school year and over the summer."[127] NYSED specifically questioned the collection of tuition from students for courses offered by community colleges in the high schools and BOCES.

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[125] Chuck Burns. (1997). Former SUNY Assistant Provost for Academic Programs (former). An interview on the topic: college level credit programs of SUNY institutions with high schools and SUNY Guidelines for the Administration of Credit-Bearing Off-Campus Instructional Activities.

[126] State University of New York. (2000). Office of Robert Brown, Deputy Chancellor for SUNY Community Colleges. A telephone conversation specific to SUNY Community College Involvement with High Schools - Issues of Legality. January 18, 2000.

[127] New York State Education Department. (1998). School Executive Bulletin. "Summer Schools at Community Colleges." October, 1998.

It was reported that community colleges in New York had been offering secondary level summer school courses to high school students (in Table 4 that follows), on a tuition basis, in collaboration with BOCES and school district authorities.

Table 4
SUNY Community College FTEs
Secondary Summer School Enrollments in 1998

College	Erie	Finger L	Genese	Monroe	Ononda	Orange	Tomp C	**Total**
FTEs	68.2	107.6	48.0	51.5	48.10	86.1	74.2	483.7[128]

The data in Table 4 consists of a list of community colleges offering secondary summer school courses and their total FTEs as reported by the SUNY Office of the Deputy Chancellor for SUNY Community Colleges.

Discussion of NYSED's concerns about the practice of community colleges collaborating with BOCES and school districts to provide these programs to high school students, for which the student pays tuition, continued into 1999. On March 24, 1999, Richard Mills, President of the University and Commissioner of Education, wrote specifically to this topic on the "role community colleges can play under current law."[129]

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[128] State University of New York. (2000). Office of Robert Brown, Deputy Chancellor for SUNY Community Colleges. Correspondence sent after a telephone conversation specific to SUNY Community Involvement with High Schools – Issues of Legality. January 18, 2000.

[129] Richard P. Mills. (1999). President of the University and Commissioner of Education. The State Education Department/The University of the State of New York/Albany, N.Y. A letter to SUNY Chancellor John Ryan, State University of New York, Albany of correspondence specific to recent conversations and inquiries pertinent to the issue of elementary and secondary summer school programs operated by community colleges.

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According to Mills, based on the NYSED review of this issue, community colleges may do the following:

- Provide Advanced Placement or Tech Prep courses for college credit; and
- Provide enrichment/pre-college experiences to any individual, provided that there is no expectation that the courses are for the purpose of Regents preparation or result in high school credit.[130]

Mills went on to clarify his position:

> In those cases where students elect to take a community college course on their own, upon completion of the course they may submit that course to their local school district and request that credit be granted, which districts have discretion to do. The community college cannot, however, advertise that their courses will result in the award of high school credit. Nor can a school district or BOCES opt to send their students to a community college for summer school courses, in lieu of offering necessary instruction themselves.[131]

With regard to the legality of school-based learning, telephone discussions were held with Mary Daly, NYSED Special Programs, on January 25, 2000. Daly reported a conversation with NYSED Deputy Commissioner James Kadamus, who said of college courses offered to high school students: "As long as it's not just for high school credit. Community colleges cannot have a course for high school credit alone. If it's for their own community college credit, it's o.k.."[132]

The next chapter, which reports the results of the questionnaire and case studies, details the extent of school-based college-level programs, their administrative structures, and the faculty support that exists for them. The findings reveal how school-based learning is financed and includes data specific to the tuition charged by the colleges to high school students and their parents. Other revenue sources are also discussed, namely state base aid received by the school districts, and FTEs and county charge back funds which go to the community colleges for students participating in school-based courses.

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[130] Ibid.

[131] Ibid.

[132] Mary Daley. (2000). New York State Education Department of Special Programs. Albany, New York. A telephone conversation specific to the legality of this research topic involving school-based courses offered by the community colleges and the documents and their interpretation directly relating to correspondence form Commissioner Richard Mills and Deputy Commissioner James Kadamus.

Chapter IV Research Findings and Analysis

This chapter presents findings and analysis of the "addendum" questionnaire and the case studies of community colleges and partnering high schools. The data were obtained during the summer, fall and winter of 1999, and analyzed in the spring of 2000 at the University at Buffalo. The analysis of the questionnaire data is presented first, categorized according to the main constructs: *extent of participation, administrative structures, and faculty support.* The case study and document analyses follow. Conclusions are presented in Chapter 5.

Questionnaire Results and Analysis

Extent of School-Based Learning Participation: This section shows the amount of SUNY community college school-based college-level learning in high school, as growth rates are presented over a two-year period, using this study's questionnaire data from 1998-99 and the U.B. "Learning Productivity Network" (U.B.LPN) survey of 1997-98. The reasons for such learning participation with high schools derived from the questionnaire respondent data for the administrative structures and the faculty support that exists to ensure the quality of school-based programs, SUNY-wide.

The data in Table 5 illustrates the extent of participation of community college respondents in school-based learning. Table 5 shows:

1. The number of high schools participating with community colleges as collaborative "partners" in school-based learning.

2. The number of school-based courses taught with simultaneous credit to meet high school graduation requirements and college standards.
3. The number of high school student participants taking college-level courses in the high school.
4. The number of high school teacher adjuncts teaching school-based courses.

Table 5
Extent of School-Based CLLHS Participation:
SUNY Community Colleges (1998-1999)

Community College	# of high schools	# of sch-based course sections	# of high school students	# of adjuncts
Adirondack	4	12	155	6
Broome	11	14	674	2
Cayuga	12	21	720	25
Clinton	6	15	612	15
Columbia-Green	5	23	479	15
Dutchess	3	0	0	5
Erie	2	3	133	4
Finger Lakes	15	80	1221	45
Fulton Mont.	1	2	25	1
Genesee	34	209	1500	125
Hudson-Valley	13	35	756	33
Jamestown	23	23	1082	51
Jefferson	9	11	269	4
Mohawk-Valley	1	3	75	3
Monroe	19	116	1250	40
North Country	2	12	118	6

Community College	# of high schools	# of s-b course sections	# of high school students	# of adjuncts
Niagara	6	20	409	16
Onondaga	25	37	996	60
Orange	11	21	357	14
Rockland	6	10	240	3
Schenectady	2	8	152	4
Sullivan	8	34	362	34
Tompkins Cortl	16	95	1435	12
Ulster	6	37	422	17
Westchester	5	6	54	65
Total	245	847	13496	605

Source: SUNY Community College School-Based Credit in High Schools Questionnaire Findings of this Research, 1999.

The community college with the greatest enrollments is Genesee (GCC) with 34 high schools, 209 courses, 1500 students, and 125 adjuncts. The college showing the least participation is Fulton-Montgomery (FMCC) with 1 high school, 2 courses, 25 students, and 1 adjunct. In the range between the involvement of GCC and FMCC, the overall SUNY community college involvement in CLLHS is evident. The total reported numbers of SUNY community college participation in CLLHS shows 245 high schools, 847 courses, 13,496 high school students, and 605 teaching adjuncts.

Table 6 compares the number of high schools, courses and student participants from the statistical data of the UB LPN questionnaire of 1998 with the 1999 data previously shown in Table 5. The growth rates are astounding. For example, the total student participation has doubled in one year.

Table 6
SUNY Community College School-Based Growth Rates: A Comparison of 1998 U.B. LPN and 1999 Questionnaire Data

Com. College	H.Schools			Course Sections			Students		
	1998	**1999**	**Growth**	**1998**	**1999**	**Growth**	**1998**	**1999**	**Growth**
Cayuga	15	12	-3	55	21	-34	500	720	220
Clinton	6	6		20	15	-5	200	612	412
Colomb.G.	8	5	-3	17	23	6	250	479	229
Corning	24	25	1	25	197	172	729	1374	645
Dutchess	4	3	-1	9	0	-9	130	0	-130
Finger L	14	15	1	63	80	17	316	1221	905
Genesee	30	34	4	200	209	9	1100	1500	400
Hudson-V	11	13	2	24	35	11	334	756	422
Jamestown	17	23	6	29	23	-6	652	1082	430
Jefferson	6	9	3	8	11	3	119	269	150
Monroe		19	19	33	116	83	430	1250	820
Orange	6	11	5	20	21	1	400	357	-43
Schenect	2	2		10	8	-2	90	152	62
Sullivan	7	8	1	17	34	17	167	362	175
Tomkins C	11	16	5	40	95	55	300	1435	1135
Ulster	3	6	3	12	37	25	99	422	323
Totals	**164**	**207**	**43**	**582**	**946**	**364**	**5816**	**11991**	**6175**

Source: A Comparison of this Research's Questionnaire of 1998-99 data and the UB LPN preliminary findings of 1997-98 data indicating growth rates.

This study's questionnaire findings also indicate how school-based courses compare by academic discipline. The data of the case study interviews show that school-based course requests for general education courses are on the rise. Although this study's literature review indicates strong school-based course tendencies in the technologies, because of the early Tech Prep initiatives, the school-based course numbers by academic discipline are strongest in liberal arts. Table 7 shows the number of course offerings classified into the various liberal arts, technology and business courses.

Table 7
Summary of SUNY Community College School-Based Courses by Discipline (1998-1999)

Com Col	Human	Soc.Sci.	Math	Sciences	Eng	Tech	Business	Total
Adiron.		4	6		2			**12**
Broome	7		1		2		1	**11**
Cayuga		4	4	9	3		1	**21**
Clinton	4	1	4	4	2			**15**
Col.Gree	1	9	7		3		3	**23**
Dutchess			2	3	2			**7**
Erie						3		**3**
Finger L	12	20	7	10	22	5	4	**80**
Fulton-M	2							**2**
Genesee	19	10	4	7	2	9	6	**57**
HudsonV	8	4	5			12	6	**35**
Jameston	12		3	5	2	1		**23**
Jeferson	2	4	3	1		1		**11**
Mohawk	1		1				1	**3**
Monroe	4	72				26	4	**106**
N.Contry	8		4					**12**
Niagara	2	2	2	8	2	1	1	**18**
Onondag	2	1	3	3	4	9	3	**25**

Com Col	Human.	Soc.Sci.	Math	Sciences	Eng	Tech	Business	Total
Orange	2	7	6		2		4	**21**
Rocklnd		6		1	2			**9**
Schenect				2			2	**4**
Sullivan	1	10	7	2	9		2	**31**
TomCort	5	4	4	6	4	3	9	**35**
Ulster	5	1	3	4	2		1	**16**
Westches	2	1		1			2	**6**
Total	**99**	**160**	**78**	**66**	**65**	**70**	**50**	**588**

The reasons for community college participation in school-based learning varied drastically. Respondents provided altruistic reasons, shown by asterisk (*) in Table 8, with very little mention of revenue as a reason for involvement. In light of the rapid growth rates of school-based participation across SUNY, these reasons seemed highly suspect and prompted further inquiry in the case study interviews.

Table 8 provides a summary of the reasons given by the community college respondents in rank order of mention, with only one college response indicating revenue as a reason and response given for recruiting "better students."

Table 8
SUNY Community College Reasons for Participation in School-Based Learning (1998-1999)

Reasons for Participation	Number of Responses
* To improve student learning in the high school	8
* To provide higher education access to high school students	6

Reasons for Participation	Number of Responses
* To increase college transfer opportunities	2
* To serve the college's mission of community outreach	2
To attract better students for recruitment	2
To generate FTE revenues	1
* To shorten time to degree	1
* To avoid course duplication	1
* To provide a CLLHS option to AP	1

Note: * indicates an altruistic reason for participation.

Administrative Structures: This section attempts to identify the various factors that affect the administrative structures of school-based learning. Factors such as governance and funding have immediate impact on how such learning programs develop, grow, and sustain their existence.

The questionnaire asked only two questions concerning the governance of school-based college-level learning since the intent of the case study was to probe further into this issue. Moreover, the secondary research in Chapter Three provided background information on the governance of the community college at both the local and state levels.

The first question related to governing school-based learning has to do with the geographic service areas which are assigned to community colleges by New York State. While Chapter Three addresses NYSED law, the questionnaire elicited responses from the community colleges about "catchment infringements" affecting the school-based learning outreach of colleges/universities. On the issue of geographic service area disputes, nearly one-third of the respondents claim to have experienced some kind of catchment infringement by another SUNY community college, four-year state college, or university center. One SUNY university center, SUNY/Albany, was mentioned several times for instances of infringement in the case study interviews as well.

The second question about governing school-based learning programs asks: Who is in charge? Fourteen of the respondents identified a "dean" position as ultimately in charge of the school-based program for their college. Eight respondents said the person in charge is the Vice President for Academic Affairs. Two others said it is the program coordinator, and one said that no one is in charge. These results correspond with the findings of the case studies in which approximately half the respondents said that responsibility ultimately rests with a dean, one-third reported that a coordinator was in charge, and only two replied that the coordinator comes from the faculty ranks.

Funding support provided by college administration to sustain school-based learning consists of three types: compensation for faculty and professional development provisions for teachers, other financial assistance provided by community colleges, and reduced tuition charges. The following data provides a snapshot overview of the actual funding provided by SUNY community colleges for this endeavor.

Nearly half of the respondents indicated that some form of compensation exists for faculty to participate in school-based learning. As shown in Table 9, the compensation ranges from reduction of the teaching load to cash and stipend payments. Two of the four case study interviews revealed faculty lines established for faculty members serving as the school-based coordinator. These findings indicate varying types of institutional commitment to school-based programs.

Table 9
SUNY Community College Faculty Compensation for CLLHS (1998-1999)

Community College	**faculty paid to participate?**	**Means of payment**
Adirondack	no	
Broome	no	
Cayuga	no	
Clinton	no	
Columbia-Greene	no	
Dutchess	no	
Erie	yes	
Finger Lakes	no	
Fulton-Montgomery	yes	additional duties cash payment
Genesee	no	
Hudson-Valley	no	
Jamestown	yes	additional duties cash payment
Jefferson	no	
Mohawk-Valley	yes	part of teaching load/overload
Monroe	yes	part of teaching load/overload
North Country	yes	part of teaching load/overload
Niagara	yes	
Onondaga	yes	part of teaching load/overload
Orange	yes	part of teaching load/overload
Rockland	yes	
Schenectady	yes	
Sullivan	no	
Tompkins Cortland	yes	stipend
Ulster	no	
Westchester	no	

Table 10 illustrates the number of professional development provisions that exists for participating teachers. Colleges varied in funding professional development, with nearly one-third providing no information. Another one-third provided professional development at "various times," while another third reported "once/year, 3-4 times/year or more," and "as needed."

Table 10
Provisions for Professional Development to Participating High school Teachers (1998-99)

Frequency of Involvement	Number of Responses
once a year	6
more than 3 times/year	2
as needed	1
"varied" without explanation	8

Table 11 presents the funding source data. A majority of the respondents said that state base aid and FTEs were the primary source of funding and revenue for school-based programs; the next most common source was tuition paid by parents to the community college. Usually the tuition was reduced. A one-third reduction was the most prevalent; other colleges reduce the tuition by small dollar amounts above the one-third tuition reduction. Only one institution did not charge tuition. In the case study interview, this college saw this as a major distinction from all other community colleges.

A majority of the respondents replied that the parents/students pay for course credit taken by high school students; only two respondents said that state base aid covers expenses for school-based coursework. Two other funding sources, each mentioned once, were "foundation assistance and scholarships," and "county charge backs."

Table 11
Sources of Revenue for School-Based College-Level Learning (1998-1999)

Revenue Sources	Number of Responses
State base aid to high schools and FTEs to colleges	12
Parents (tuition)	11
Coll. Foundation/Scholarships	1
County charge backs	1

As for financial assistance for school-based learning, six institutions cited reduced tuition charges, three institutions cited college scholarships and foundational dollars. Moreover, one institution claimed to pay rent to the high school, and one case study institution stated that "not charging tuition" was to be considered financial assistance to the students. The remaining 14 community colleges did not respond to this question.

CLLHS Provisions funded in the Administrative Structures

When asked to identify the funded provisions within their school-based administrative structures, the respondents mentioned the following, in rank order:

1. The college administration, administrative services including the registrar.
2. The Library Resource Center on the college campus.
3. The curriculum and departmental supervision.
4. Other administrative provisions: science labs on the college campus, the existence of a school-based program coordinator, department chairperson and Advisory Board reviews of the curriculum.

Provision #3 above, and "departmental chairperson reviews" in response #4 were observed in the case studies as policies "on paper;" however, the policies were not put into practice except at one of the four institutions.

Faculty Support

The quality assurance issues treated in this study are of two types: "on-paper" school-based guidelines, and "off-site" supervision and evaluation in the high schools. The levels of faculty support which exist are also described; however, this description is limited only to the colleges' faculty senate and union perspectives. On the other hand, the case study findings include both the college faculty and the high school teacher perspectives.

All but three of the respondents said that school-based policies and established "on-paper" guidelines are in place at their institution. Guidelines for course syllabus, texts, assignments, tests and grading exist at each of the four community college case studies.

Questionnaire respondents said that responsibility for school-based assessment and course evaluation is given mainly to the dean and the department chairperson, as shown in Table 12. However, the case study findings indicate that only one of the 4 community colleges actually provides supervision in the high school by department chairpersons who evaluate the school-based courses.

Nearly one-third (32%) of the respondents did not respond to the "who's responsible" for program review question, suggesting that perhaps no one claims having such responsibility. Another 32% responded that responsibility for review of school-based programs rests with the department/divisional chairperson. The remaining claimed that "someone in the administration" was responsible, or that the responsibility was with a dean or the VPAA.

Table 12
SUNY Community College Responsibilities for CLLHS Assessment (1998-99)

College person responsible to conduct review	**Number of Responses**
VPAA	1
Dean	7
Other Administrator	1
Department Chairperson or Department Head	8
No response provided	**8**

The methods of review varied across the campuses, with one or two institutions citing each of the following methods of school-based review: surveys of the administration, faculty and students; monthly meetings between the institutions; academic policies committees; program coordinator meetings; joint high school and college faculty meetings; administrative reporting; and parent surveys.

Levels of support by the college's faculty senate and union were reported in the questionnaire by the administration. One community college, a case study participant, has no faculty senate. Two of the community colleges viewed the matter of school-based learning as a "non-issue" for the faculty senate. Table 13 indicates that nearly 50% indicated "high" support; 35% "medium" support; and the remaining 15% indicated "low" support. "Low" support was defined from questionnaire comments such as "just aware of the school-based activity" or supportive "for consultancy purposes only."

Table 13
SUNY Community College Faculty Support Reported for CLLHS (1998-99)

Faculty Senate Support	**Number of Responses**
High Support	8
Medium Support	6
Low Support	3
No response provided	**8**

When the respondents were asked to address the concerns of the faculty senate relative to school-based learning, only five respondents provided the following remarks in rank order of mention: (a) academic standards could be lowered with high school teacher adjuncts, (b) college course sections could be depleted when courses are taught in the high school, and (c) incompetence of high school teachers to teach in an academic discipline at college level.

On the issue of faculty union support, respondents (college administration) perceived that 50% of faculty unions are in support and 50% are not in support of the school-based learning. (One community college did not respond to this question.) The degree of faculty union support among the 17 unions was further refined in the responses: 60% indicated "high" support, 30% "medium" support, and 10% "low" support.

When the respondents were asked to address the concerns of the faculty union relative to school-based learning, only five responses were made. These are in rank order: (a) there is an impact on college faculty course loads when high school teachers teach college courses in the high school, (b) compensation issues exist for college faculty involved in college-level coursework taught in the high schools, and (c) there is dissatisfaction about high school teachers teaching in various disciplines.

An analysis of these findings shows that faculty union concerns (a) and (c) correspond with faculty senate concerns (b) and (c). The concern that course depletion will have an impact on faculty course loads and that high school teachers are not qualified to teach within certain disciplines are shared concerns of the faculty senates and unions.

When questionnaire respondents were asked to describe the types of faculty support that exists, the following statements were given, in rank order: (a) a college faculty mentor or liaison with high school teacher adjuncts, (b) divisional faculty and high school teachers hold joint meetings, (c) the college's academic departments maintain high course standards, (d) the high school teachers are given the same rights as the college faculty to use college resources, and (e) some of the high school course sections are taught by the college faculty.

Statement (e) above was explored further in the case studies and found to exist in practice in only one case, where a college professor taught as an adjunct in the high school and was compensated by the college for teaching and course development. And while the remaining types of support cited above (a-d) were observed in the policy of more than one case study institution, consistency in practices varied among the school-based programs.

The findings and analyses of these questionnaire data, along with the data analyses of the four case studies, will provide a descriptive account of the extent of participation, structures and faculty support at SUNY community colleges in school-based learning.

SUNY Community College Case Study Findings and Analysis

Document Examination and Analysis

Published materials examined during each of the case study visitations were used to provide a brief history and description of the school-based programs. These materials were obtained in hard copy or electronically. The items consist of college catalogs, administrative records, and publications, as well as print material from each of the partnering high schools.

Case Study Coding

To protect the anonymity of the case study participants, the names of the community colleges, partnering high schools and the interviewees have been omitted. Case study identification codes are assigned to each participating institution and only the participant's position within the organization is given.

Alpha-numeric coding is used to identify the four case study community colleges and their two partnering high schools. "A" will be used to designate the first community college case study, followed by B, C, and D. The high school numeric code for each high school will follow the alpha code of the partnering community college. "1" will identify the high school with the highest school-based participation, and "2" will be used to identify the high school most recently involved with the partnering community college. As an example, the highest involved high school for the first community college case study is identified as A-1, and so on.

Interview Statements

For clarity, the following typeface conventions are used throughout this section.

Bold print is used to state the question and to introduce each of the interviewees. College and school interviewee responses appear single-spaced in normal print. And the researcher's narration and analysis appear double-spaced in normal print.

Case Study: A

History

Community College A was one of the few colleges in the state founded by county government, based on public referendum. The college offers new and innovative programs to attract students from a wide geographic area to a range of curricula, special projects and community activities. Included are training programs for local business and industry, in-service education and off-campus teaching sites in three adjacent counties. A was the first community college in SUNY to have a college-level learning program with high schools and has been involved for 25 years.

CLLHS Program

The need for the program was first articulated by school superintendents and senior year students in the rural area high schools. There was mutual interest between the schools and the college to develop advanced courses for seniors and juniors, since there was a considerable amount of "high school down time" with few "interest courses" offered there.

At first, no tuition was charged. Then it was discovered that state rules require the community college to charge tuition.

A has remained consistently "high" in college-level learning participation while other SUNY community colleges CLLHS programs have grown rapidly in a few short years. College A submitted a proposal to SUNY for offering CLLHS courses not exclusively on the high school sites, and leading to a Certificate in General Education. This 30 credit hour college program will allow high school students to matriculate at A while taking school-based classes in the morning at the high school and college-based classes in the afternoon at the college. Such a combination of school-based and college-based CLLHS is new to this research. If approved, the program will begin in Spring of 2001.[133]

A-1 High School

A-1 has been a "Regents only" high school for 5-6 years. The school population for grades 9-12 is approximately 800 students. A-1 is the most highly involved CLLHS partner.

A-2 High School

A-2 is the most recent CLLHS partner of A college. The school recently broke ground for a $26.9 million building project, which, when completed, will have state-of-the-art facilities in the Technologies and academic programming. The on-going construction through the school year is being used as an opportunity for students to apply to a practical learning situation. Examples are: determining how many bricks are needed to lay a foundation, or determining the square footage of materials needed to complete a room. Opportunities may also arise for Technology and Career students to follow the craftsmen on the building sites (job shadowing).

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[133] Case Study A Program Coordinator. (2000). Community College A's Office for CLLHS. A telephone interview regarding the status of school-based and college-based CLLHS programs and high school students who matriculate in a college program while attending high school. August 30, 2000.

a. Extent of Participation in CLLHS

Question 1a.: What are the reasons for school-based participation?

The president of the college has a long history in, and has built a reputation on, college-level learning with the high schools. His reasons for participation are expressed altruistically as a good service to the community. He also cites the recruitment of students, with no mention of revenue generation, until the V.P. of Finance and Administration mentions "the revenue that can be generated." Other interviewees cite other reasons: parental cost- and time-savings for students, variety of course offerings (remediation to advanced studies), and simultaneous earning of high school and college credit.

> **President of A** First, it's a benefit to the high school students gaining college credits with some students being able to start at the sophomore level of college and able to transfer credits into College A and other colleges and universities, including expensive institutions of higher education. It is like having a $60,000 scholarship with an early start of evening and advanced courses.
>
> Secondly, it's a good service to the community. It's an inexpensive way for the community college to provide high school students the opportunity to build towards the college experience while earning college credits "simultaneous" with high school credit towards secondary graduation while in school. In a large city, a college could target 5 or 6 major high schools and have all the students they can handle. In the rurals, like at A, the college has to reach further to recruit more students.

> **V. P. Finance/Administration at A** I don't get involved in the question of philosophy. However, given that it's the public that the college serves, how to do it and with the revenue that can be generated...is what I know must happen.

> **V.P. for Academic Affairs (VPAA) at A** Its principle is for students to get through college quicker and to save their parents costs for higher education.

> **Director of CLLHS program/Dean at A** To help students get what is needed out of high school and for college and school credit. Also, to provide a seamless curriculum for students to get from high school to meet the next objective or to be remediated.

Unlike the administration, others within the organization speak with skepticism about finances motivating the college's participation. The faculty senate leader states that not many of the high school students taking CLLHS enroll in the college upon graduation. This statement reflects the reality that the college's financial dividends are primarily FTE revenue generation, not recruitment. A is not any different from the other case study colleges when it comes to tracking students in order to measure the impact of school-based learning on recruitments. The colleges have no idea whether a given student would enroll at their institution with or without the experience of such learning.

> **Faculty Senate Leader at A** First, to get those students who have lots of free time while in high school. Secondly, for recruitment reasons to get secondary students to come to our college. This is only a small part of it since not so many of the high school students who take our CLLHS courses go on to College A as a result of our 3 county areas. If they came to us, the college would be tracking them, but they don't.

The priority the president places on recruitment over revenue is not convincing. A has generated the greatest number of FTEs among the community colleges participating in this research. Support for the view that school-based revenue generation is the priority comes from the college's faculty union leader, who describes a "top-down" philosophy which is motivated by financial consideration.

> **Faculty Union Leader at A** It's definitely the dollars through FTEs and the revenue it brings. There is little A faculty input. It's (CLLHS) done at the administrative level with no overseeing.

The high school interviewees at A, in contrast with the other case studies, present the most pragmatic view of college-level learning in high school. Economic benefits for students and their families are seen by teachers at A-1 in cost savings and in receiving college credit. These views support the principal's beliefs.

> **Principal at A-1** CLLHS is an opportunity for first-time kids in college to become financially resourceful and to have a car...and now, to get a jump on college with mixed demographics of 10-12% African American; and, 5% Hispanic is good for the students and the high school. The cost savings of taking college credit courses early with reduced tuition are of high family value and demand.
>
> **Adjunct at A-1** To give kids a foot in the door of college while financially helping parents.
>
> **Teachers' Union Leader at A-1** CLLHS is a challenge for our high school students. It gives students the opportunities to fulfill time productively, economically and advantageously toward college while in high school without being a threat to our union membership.

In addition to the economic benefits, academic and social benefits occur because students mature within the nurturing environment high schools provide. Many in the high school view colleges as less caring, countering claims by critics that college-level learning can only take place on the college campus.

> **Adjunct at A-2** It is an opportunity for high school students to experience maturation earlier by taking on the academic challenges of college-level courses earlier in life at the high school where students are given the care they need.
>
> **Principal at A-2** CLLHS raises the academic climate and expectations of students. Rather than seniors receiving early release, with CLLHS, the seniors stay in school and take college courses as an earlier preparedness for studies. This gives students a head start on college studies within a nurturing environment the high school provides.

Part-time faculty in colleges spend little time outside the classroom, do not hold office hours, and have no student advisement responsibilities. Unlike high school teachers, college faculty have less time and opportunity to impact the student's learning environment. In contrast, high school teachers who teach school-based courses are full-time and can meet and advise students each day of the week. Consequently, school-based adjuncts can make the time and seek the support of the guidance system in place at the high school, early on.

One of the high school teacher union leaders is academically skeptical about CLLHS; however, he places importance on the benefit teachers receive from the high esteem that comes from teaching college courses. Such feelings of esteem are highly valued, as teachers like to think that college-level teaching is a rung higher on the education ladder. As a result, ill-feelings and the perceived superior attitudes of college faculty are dispelled, communications open, and high school teachers and college faculty collaborate in areas of mutual interest for the benefit of students.

> **Teachers' Union Official at A-2** As a Physics teacher at the high school and at *a couple of the area* colleges, I'm skeptical about the learning and preparedness of CLLHS for college. However, the high school union membership is excited about it. Teachers see it as an 'Honors' teacher having high esteem value.

In summary, the primary reasons for participation in this CLLHS program are FTE revenues, economic and social opportunities for students, and a sense of esteem among both students and teachers. Numerous reasons for involvement exist between the high school and the community college, and within the college's administration and faculty union.

Question 1b.: What are the factors that facilitate or discourage CLLHS?

The president of the college states that there is a limit on the size of a community college school-based program that is a function of the high school population in the sponsorship area. Such geographic limitation has not stopped A from going beyond their geographic area to run CLLHS courses in counties where other community college sponsorships exist. To the contrary, A has school-based course offerings in at least 7 counties outside of its sponsorship areas.

> **President of A** The size of an institution is a factor when it comes to CLLHS involvement. For example, A may have a potential for 1000 total high school graduates in 3 counties. The largest county where A resides may have 700 of those high school graduates...so it's what you can do in scale. It's more difficult for rural community colleges. A college can only increase so much in the 3 counties. Compare A to a community college within a large county and having a large metropolitan base with suburbs added in and much more in size, and the potential increases as the size is greater.

School-based learning is viewed as a viable alternative to AP, despite the volume of AP (with 700,000 students participating nationally in 1999). According to the college's program coordinator, 15% of the college recruitments come from CLLHS students graduating from high schools.

> **CLLHS Program Coordinator at A** The maximum potential of a CLLHS course is that a student in high school can take AP, our CLLHS credit and meet the high school requirements...all at the same time (cross-simultaneously) while at the high school, and apply all the credits to College A or wherever the combination of credits can be transferred. Approximately, 15% of the CLLHS student participants go on to our college after graduation from high school.
>
> I have now been charged with meeting institutional goals that have been set specifically to increase CLLHS course numbers, and numbers of CLLHS course sections, to exceed the number goals of last year.

It is obvious that a substantial number of students is expected to take full advantage of the school-based program to pass and earn college credits, in addition to taking AP. School-based learning is becoming more than just an alternative to AP, but a "safety net" for those who take AP and fear that their AP scores will not transfer to four-year colleges and universities.

The volume of CLLHS course activity has risen at A-2 with school-based courses making a difference in attracting student numbers. The guidance counselor lists the benefits of enrolling in CLLHS courses, as seen by the parents of grade 9 pupils who express an interest in such learning for their children early on.

> **Guidance Counselor (Principal's Designee) at A-2** Already the parents of grade 9 kids want their kids to start planning to take CLLHS courses because of the variety of offerings, college preparedness and maturity factors, in addition to saving money. CLLHS gives the average student the chance to do college-level work and to take it early on: thus, building self-esteem among the mediocre kids and instilling pride and opportunity to do well while in school.

Table 7 on page 73 shows that CLLHS courses are offered in a wide variety of academic disciplines, particularly in the liberal arts. As numbers of students increase, so does the variety of courses, in order to attract a broader and more distant base of students; thus, marketing opportunities for the college increase.

A is like other community colleges in having students in its school-based classes who cannot afford the college course tuition. However, unlike colleges B and C in these case studies, College A (like College D) has no mechanism in place to secure tuition assistance for economically "needy" students. Financially, these students are at a disadvantage and do not have access to partake in college credit opportunities as do students whose high schools partner with B and C community colleges for school-based learning credit. As a result, the students who are unable to afford the college tuition, receive only high school credit, no college credit is awarded to them.

> **Adjunct at A-1** The CLLHS classes at our high school are mixed with kids who can and cannot afford the A CLLHS course credit. I have kids earning college credit as early as grades 9 through grade 12, with classes mixed.

b. Administrative Structure

Question 2a.: What governance and geographic service areas exist?

College A seldom sees the governance structure of the school-based program as being any different from that of the college's regular programming. The president stated that "school-based learning is not treated by the Board of Trustees any differently" from the college's other academic programs. This statement is in contradiction to the president's relinquishing responsibilities for school-based learning to the high schools.

> **President of A** CLLHS at A is more controlled by the high schools as they (high schools) make the demands for courses. CLLHS at this college is demand-driven.
>
> Geographic boundaries make up a part of a SUNY community college's governance structure within the system. Geographic boundaries are not being respected and supposedly SUNY is working with mission statements for all colleges/universities. Some of the colleges and universities will hold to geographic areas, and others will not. The four-year colleges and universities are digging into the rural areas for high schools to recruit their students. This has become an open market area for them.

With a large geographic service area, with immediate financial reward, this type of learning is attractive to the rural colleges, but also to the larger institutions, creating geographic catchment problems. The VPAA has admitted that A has provided school-based courses outside the area. Since A is a long-time provider of school-based learning beyond its territorial limits, it is not surprising that the college is advancing CLLHS course offerings through distance learning. Several geographic service areas were named by the CLLHS program coordinator where the college's Advanced Technology Center delivers CLLHS distance learning courses to as many as 10 counties, far beyond the college's governance. It is also not surprising that A has no geographic catchment infringements to report, since the college continues to project its own off-campus courses across county boundaries.

> **VPAA at A** The college services a multi-county area. We provide courses outside the geographic service area even though it takes about an hour and a half to get from one end of our territory to the other.
>
> **CLLHS Program Coordinator at A** Geographic Service Area offerings outside college boundaries are expanding with Distance Learning advancements.

One high school principal sees more opportunities in being able to choose among school-based competitors. But although such choice would also be beneficial to the other high schools interviewed here, it is not widely available.

> **Principal at A-1** These institutions all want our students and we want the opportunities that are best for our students. We explore all opportunities and can pick and choose among the many.

Neither the college nor the high schools take full responsibility for CLLHS. The college's school-based offerings are spread out beyond their geographic service area. As a result, it is easy for this college to relinquish responsibility to the high schools. The president of A stated above that "the high schools are more in control of the program," but the principal of A-1 says just the opposite below. The high schools cannot be responsible for ensuring that school-based coursework is indeed college-level. Such course assurance is the responsibility of the college. As a result, no local board resolutions exist, either at the college or in the school districts, which establish policy for school-based learning. Once an agreement is signed between the college and high school, the burden of responsibility for the school-based program appears to rest with the faculty, not the administrations.

> **Principal of A-1** The governance of CLLHS programs rests with the college. A has responsibility for coordinating the teachers of the high school to interact with the faculty at the college.
>
> The practicality of it all is with the teachers to obtain what is needed. The adjuncts who are A-1 teachers must weigh the resources of the colleges who compete with A.

Question 2b.: What are the administrative structures of funding and resources?

The SUNY Trustees gave the community colleges the ability to discount tuition for off-hour, off-campus, and off-semester courses; consequently, college learning in high school was financially "seeded" by these discounted tuition rates. College A was steadfast in extending course offerings to high schools, extending their three county service area into a 10 county area. The president of A elaborates on the administrative costs and expenses involved in school-based administrative travel and dean costs for time spent in meetings. The Vice President of Finance and Administration provides the formulas for tuition and FTE revenues generated by the CLLHS program.

> **V.P. Finance/Administration at A** A CLLHS tuition charge of $40/cr.hr. vs $97 is the tuition charge at A with no fees. Charging tuition is a problem as classes are mixed with non-paying students who stay in class but are not charged

> and do not receive the college credit.
>
> State aid credit of FTEs is: (1) FTE = 30 credit hours. To find the total FTEs: take the total credits/year and divide by 30. This will equal the total FTEs in a given year.

Table 14 summarizes the data on College A's CLLHS program: credits and FTEs generated over two years of involvement with high schools.

A total of 220.9 FTEs were generated in 1997-1998 alone, not including the revenues received from county charge back funds, and the $120 course tuition for a 3 credit hour class. The revenue potential would be even greater except that not all the students in the school-based course can afford to pay the tuition and consequently do not receive college credit.

Table 14
CLLHS Program Credit Hours and FTEs: Case Study A
(1996-1998)

Year	credit hours	FTEs
1997-1998	6627	220.9
1996-1997	5306	176.9

Source: Case Study Community College A data provided by Vice-President Finance and Administration.

College provisions and services range from equipment to services and on-campus facilities.

> **Vice President of Finance and Administration at A** A CLLHS program has administrative costs which have to be met to sustain and expand the offerings off-campus. Time and travel costs accumulate to maintain the course delivery standards. We provide some equipment in the high school programs via the use of our services and networks... The high school has a computer lab tied to A

> college's computer system; therefore, the high school has the facilities of A as well and the use of A facilities and equipment on campus too. All of these services are provided with the revenue brought in by CLLHS course deliveries.
>
> **CLLHS Program Coordinator at A** Students in the high school are issued college identifications and can use the college's on-campus labs, and gym/physical education facilities.
>
> **VPAA at A** The dean is responsible for the coordination, review and development of new academic programs for A. The dean supervises Tech Prep and School to Work and is strong in curriculum. There is also an administrative assistant provided to the CLLHS program.
>
> **Guidance Counselor (designee for Principal) at A-1** The college's registrar provides the college credit on the college transcript. Our high school transcript will show the courses receiving high school credit only. We do not show the college credit that is simultaneous.

These provisions have value that cannot be represented in dollars as easily as FTEs can be reimbursed. The college already maintains such resources for its regular academic programming and student services. On-going services, like computer networks, labs and registration, must already be in place, whether or not a school-based learning program exists. Therefore, the college's use of CLLHS revenues is more apparent in the professional development offerings for faculty and teachers than in these other, more standard ongoing services.

None of the data reveals that CLLHS revenue is placed into a budget dedicated specifically for the school-based program. Furthermore, nothing in the college budget is earmarked for quality assessment at the high school. The assistant to the CLLHS program coordinator clearly describes the funding and resources provided by the college for the school-based learning program.

> **CLLHS Program Coordinator at A** The college could do more in resources if we had the dedicated funding in our operational budget for CLLHS. The funding we get in CLLHS to cover our administrative structure needs is far less than the FTEs generated.

The claim that the college lacks the commitment to provide the resources necessary for school-based learning is supported by the following perceptions of high school teachers about compensation for school-based learning.

> **Adjunct at A-1** There is no extra pay for CLLHS simultaneous teaching in the high school. It's part of my regular high school teaching load, yet enrollment is now double what it was and I get nothing more. A gets no bill of expenses, there are county charge back dollars and FTE dollars that A receives, and the school district pays for the books while A wants me to help with the registration...No way!
>
> **Adjunct at A-2** The high school, not the college, gives the adjunct a stipend for development work involving CLLHS courses. (The stipend is paid by the hour to develop the coursework at 30 hours/course developed.)
>
> **Teachers' Union Official at A-2** Faculty are teaching CLLHS as part of their regular load, and this could become a problem. There could be stipends as there was in the summer with 30 hours contracted at $12.50/hour. This is a very low hourly wage and could pose a problem if continued. There is no contractual language in our union contract specific to CLLHS courses as the courses are treated as any other high school course.

Compensation for faculty at the college exists outside the provisions of the union contract and on an individual basis for new school-based course development. Such compensation is provided as part of the faculty load. Additional compensation for one of the college's faculty members to teach as an "adjunct" in the high school and as a course developer for the college is also provided. This disparity between a compensation structure for the faculty in colleges and the widespread lack of such a structure for the

CLLHS teachers in the high schools is common in all the case studies.

> **Faculty Union Leader at A** They're not compensated by contract. There is no wording in the contract to do so. No commitment from the college. There is no monetary incentive to involve the faculty. Those who are developing CLLHS curriculum are doing it on their own. They're not going through the union.
>
> **Faculty member at A and Adjunct at A-1** I am paid by the college to work with the adjuncts on course development and to teach at the high school as an adjunct paid by the college without N.Y.S. Certification.

This arrangement, in which a college faculty member teaches as an adjunct at A-1 is unique among the case studies. It appears that in the other case studies, the "adjuncts" are NYS certified high school teachers, paid by their school districts. It is cause for concern that the college compensates only this adjunct, while the other adjuncts are paid by the high school. Such a practice indicates that the adjunct's role as a course developer is more important to the college than the actual teaching, and it raises the question of the high school allowing an uncertified teacher to teach its classes.

The principals at A-2 and A-1 give an account below of the funding and resources provided for the CLLHS program. In both accounts, it is obvious that the college does not incur expenses for instructional and facility resources provided in the high schools, while parents pay tuition to the college. The high schools receive the base aid funding for the same student headcounts for which the college receives FTE and charge back revenues. The college's revenues can be used at its own discretion, unrelated to the school-based program, whereas the high schools must use the base aid funding to pay their expenses.

> **Principal at A-2** The college provides staff to work with the guidance

> counselor on administrative matters as well as for a 'Parent Night' presentation. That's about all the administrative assistance provided by A that I know. Our guidance counselor is in charge of the CLLHS coursework here at A-2.
>
> The CLLHS coursework is paid by the parents in tuition and so are the books as the district provides them, and district taxes are paid by the parents. We receive our NYS base funding as we normally would without the CLLHS. The students are counted in the daily attendance whether they were in CLLHS or not. There is no financial advantage for the high school by being involved.
>
> **Principal at A-1** There are no costs to the community colleges and enrollment is increasing with tuition received (discounted tuition). The community colleges are also receiving county charge back revenue and FTE revenue from the State of New York while the high school foots the bill on the instruction.
>
> The "adjunct" is in charge of the CLLHS delivery system. We (the high school) supply the course outlines, evaluations and some of the course reviews–internally. The parents pay for the college course credit. The school district typically pays for the books and materials.
>
> The kids are counted in CLLHS classes in our high school attendance for base aid, and the college claims them for FTEs and charge back revenue, in addition to the tuition revenue the college receives. There is no concern for the kid who is in class and not paying the CLLHS course credit tuition. The attendance is the same, and the kid is not treated any differently. It's a matter of course credit payment: that is the differential.

The principals were asked what happens to the students in the CLLHS classes who do not pay for the CLLHS credit course. Their statements indicate that inequity exists at College A as well as College D, since other case study colleges, B and C, have provisions for all students to participate in CLLHS, no matter what a student's economic status may happen to be.

> **Principal at A-2** Nothing happens. There is a 5% factor here. Some are limited on resources, and if this is the case–those students are allowed to audit the course and not have to do the extra 5% of the required work. Those who cannot pay will not receive the college credit.
>
> **Principal at A-1** Not all the kids can afford CLLHS courses. One kid was denied a waiver from A. The administrative structures could be improved to be like B Community College, where there is no tuition for all kids to participate.

Aid to all school districts would be great.

It is quite obvious that the vast majority of school-based expenses, including the heaviest instructional costs (including teacher salaries, books and teaching materials) and allocations of space, are incurred by the school district. The revenues received from FTE income, county charge backs and course tuition go exclusively to the community colleges: state base aid funding pays for instruction and overhead costs at the high school facilities. CLLHS courses are viewed by the boards as being no different from essential course programming, and such essential courses for secondary education are funded with state base aid.

School-based learning is simultaneously meeting college credit and high school graduation requirements: therefore, state base aid funding is provided. Existing school-based administrative structures are funded almost exclusively using school district tax dollars. A is no different than any of the other community college in taking advantage of the funding formula for FTE revenue dollars. During these economically difficult times, when government sponsorship promises have not been kept to sustain regular college programming, school-based learning's popularity is rising among the colleges at the expense of the high schools, parents, and taxpayers.

c. Faculty Support

Question 3: What is the Faculty Support for School-Based CLLHS?

As in all the other case studies, the extent of faculty support is deduced from the remarks of two groups at each institution: at the college, the faculty senate and the faculty union; at the high schools, the adjuncts and the teachers' union. The president at A expresses confidence and a perception that all the college's faculty are cooperative.

> **President of A** There is more accountability when it comes to A CLLHS course equivalency, and the Regents will impact to some degree–standards of quality–NYSED policy.
>
> Faculty unions are concerned about their people, and any union resistance would kill any CLLHS initiatives. At A, all faculty are cooperative, and the union contract has never been opened since the 1980 negotiations.

However, the president appears not to speak for all the stakeholders at A. For instance, the A faculty union leader has a perception completely different from the president's.

> **Faculty Union Leader at A** The faculty are not asked by the administration at A to go into the high schools to quality check. The CLLHS program at A is administratively driven. The program should be instituted by the college's faculty and judged or monitored by the college faculty. Faculty at A have said that they are not a part of the program. There is no assurance of content and rigor. The faculty at the college are left in the dark. Only the administrators are asked to assess the quality. It's not an assessment of course equivalency in the high school to the course taught on-campus at A.

The VPAA makes no mention of faculty support for CLLHS when it comes to quality assurance and excuses the administration-driven nature of the program by stating that there are no faculty chairpersons at the college. A is the only case study college which does not have department chairs in place.

> **VPAA at A** Some of the faculty are not happy with CLLHS and will leave us. We do not accept them back. It's primarily the high school unions who get nervous, but A faculty union is comfortable as they see it as an FTE generator for the college, with an opportunity to discount tuition here at $40/credit hour. There are no department chairs at the college.

In addition to assessing teaching credentials and school-based course syllabi, the high school's "block scheduling," as well as the college's professional development for teachers, are factors of support. College A provides extensive professional development, while the other cases studied were inactive in this area, although block scheduling was found at B and D high schools. Teacher training and interaction between teachers and college faculty receive mixed reviews. Some departments meet regularly, and others seldom, with an orientation session held just once a year.

> **VPAA at A** The high schools have block scheduling. This is a factor of support for the adjuncts teaching the CLLHS. Students can start getting their 'lab' courses immediately since there is extra time allowed beyond the normal high school 46 minutes.
>
> **Adjunct at A-1** Block scheduling at the high school works well in providing faculty support. Back to back lab schedules for the sciences works best.
>
> **VPAA at A** Professional development is provided to support the CLLHS faculty, and teacher training is available to those who are interested.
>
> **Dean at A** Professional Development at A effectively adds support to the faculty and to the overall course content quality of the CLLHS program. The college's Professional Development for faculty brings in 24 school districts of teachers, making A a guide in quality control. This is a major part of our CLLHS program. It's integrated with A on-campus faculty with global representation in 4 subject areas per year.
>
> **Faculty Senate Chair at A** Meetings are held for adjuncts, with full-time faculty from A on the campus as mentors. All have some sort of an orientation program, and people 'buddy-up.' As for formal faculty orientations, I don't know of any with there being 39 high schools involved.
>
> **Adjunct at A-1** The college has professional development opportunities with workshops running and we're invited.
>
> **Adjunct at A-1** Professional Development at A is offered in the form of workshops each year. Other forms of faculty interaction consist of e-mails from one of the A professors.

> **Teachers' Union Leader at A-1** Teacher training takes place in a meeting with our teachers once a month at our own school, not A. We do our own regularly.

> **Adjunct at A-2** There was an orientation given by A once in the year, at the beginning. That's about it. I'm on my own as far as interaction, except for what I received in the beginning. We only meet once, at the orientation.

Faculty senate and union leaders say that differences exist in how faculty are involved and selected for school-based learning. The faculty senate, as well as the faculty unions at both the college and high schools, say that selection and involvement is on an individual or departmental basis. Like the other cases studied, with the exception of D, there is no contractual union language that specifically provides total supervision for CLLHS.

> **Faculty Senate Chair** The faculty senate at A is not involved in the CLLHS program as a group–individually, yes! There are many individual senate members who do participate. The faculty senate did not have a say in this program. But, all courses had to have Academic Senate approval to go forward. It became a part of the curriculum development, and the extent of the Senate's involvement are members of the senate working with high school teachers as part of a clearinghouse to approve texts and teaching materials, without a senate resolution for CLLHS.

> **Faculty Union Leader at A** I really don't know how any adjuncts are selected, except on an individual basis. It's not through the faculty union contract.

> **Teachers' Union Leader at A-2** Teachers are selected from within the high school department. This is a non-union issue. It could become an issue if a teacher was not selected and could become political if not picked for a particular course. It's a matter of who does the picking. Is it a board generated assignment and selection? Or, is it someone politically in favor, and thus someone else is not selected? There is no contractual language in our union contract specific to CLLHS courses as the courses are treated as any other high school course.

The union leader at the college and at A-2 have different perspectives concerning the threat of school-based course sections. The college faculty union leader expresses a concern for the number of college sections being taught on the high school campus which would have been taught on the college campus. The high school teachers' union leader is concerned about school-based courses becoming popular among the students in lieu of taking required high school coursework. The teachers' union leader at A-1 sees no other issue beyond there being no extra pay for the added work of CLLHS. Most distressing is the statement from the faculty senate chair concerning the reasons for the cooperation of faculty at the college.

> **Faculty Union Leader at A** It could be a threat to the union in the amount of sections offered at the high school if not countered by sections offered here at the college. However, if we get input into it–it could work, and if not–it presents a threat.
>
> **Teachers' Union Leader at A-1** There are no union issues here relative to the teacher membership. The membership feels positive about the CLLHS experience as it adds to our high school program by providing additional sections to teach. That's exactly what we're paid to do–teach course sections as part of our regular teaching load. There is no extra pay.
>
> **Teachers' Union Leader at A-2** CLLHS courses are a threat to job security as students may elect to take a course for college credit rather than their own high school academic need. Thus, the students may skip physics and take a college course, as ignorance develops in not taking the appropriate course needed at the time for high school--physics.
>
> **Faculty Senate Chair at A** At A we have continuing appointments as faculty members. As a faculty, we can be let go, as we at A are without tenure. Being involved in A CLLHS program as a faculty member heightens the chances for getting continuing employment for a period of 4 more years, as we must show community involvement for the retention of teaching and to continue being employed at the college.

This statement by the faculty senate leader contradicts the president's earlier statement of confidence in the support of all the faculty for school-based participation. The mere fact that the administration has not negotiated for specific school-based language in a quarter of a century suggests that the college's "top-down" administration lacks faculty support.

A document examination of the course syllabi, outlines, tests and texts reveals that A has extensive "on paper" procedures. The case study interviewees at A stressed the issue of quality assurance in the school-based learning curriculum and contrasted it with the examination-based, Advanced Placement courses (particularly in English), seeing advantages in the length of reading assignments and the increased vocabulary in research writing exercises.

> **Adjunct at A-1** Exams, course outlines and syllabus are different, but approved and mutually agreed upon along with texts as being comparable to the college course.
>
> **Adjunct at A-2** A has provided specific course outlines and topical assignments for the English 101 curriculum–well organized with books, syllabus, content-based texts and tests and based on their own course on-campus. This increased our students vocabulary (compared to AP). It is radically different, and we're literature based in AP, and now in college-level coursework, we're writing-based and our standards have gone up to assigning seven 700 word essays.
>
> We initially went from AP to A CLLHS studies because the AP scores are not strong enough to transfer, and we were not putting scarce resources together to serve students. Reading increased to about 150-200 pages/week. Also, AP was much less in reading and geared for tests, and consequently less was written. My students are even becoming familiar with 'MLA Style' of research writing and 'APA' in psychology because of the CLLHS influence.
>
> The exams are the same and have been agreed upon by both high school teachers and college faculty as being equal in content and rigor.
>
> The grading is the same except for the 5% factor for students not taking the college credit in the same course.
>
> **CLLHS Program Coordinator at A** Course outlines and syllabi are approved by the VPAA and the dean. Each high school teacher adjunct gets the same text as the college course that is taught. The teaching materials are all shared in the core subjects taught.

However, the college lacks quality control evaluative practices in the high schools. A video is cited, along with "on paper" checks, as the only means for quality assessment, in lieu of actual college faculty supervision in the high school.

> **CLLHS Program Coordinator at A** There's a video series developed for CLLHS programs in Psychology and Sociology to ensure quality in the program.
>
> **Faculty Senate Chair at A** CLLHS is ensured through the full-time faculty members of A who are senate members. They individually check that the texts and syllabus are the same. This check had to be in place as A has 4 satellites; thus, ensuring quality had to be in place, and now with Distance Learning, students have a right to expect the same instruction from the college, no matter the learning environment. Besides the individual faculty member, it is the administration that is supervising CLLHS programs in high schools.

Considering that A has the highest volume of school-based FTE revenue, in addition to receiving tuition and charge back income, one would think the college would provide revenues in a dedicated budget for college faculty to conduct adequate quality checks within the high school. The findings reveal that just the opposite is true. The college faculty are not involved in conducting evaluative quality control in the high schools. The only school-based evaluations are received from the high school students, with some instances of monitoring found in the schools. One adjunct's perception at A-1 was that the quality of the course at the high school "is higher in content and rigor" than the college course.

> **Faculty member for A and adjunct at A-1** I am not monitored at the high school.
>
> **Adjunct at A-1** CLLHS courses are assessed mainly by student evaluation. College A did come out about 6-7 years ago–as for now–no–not annually–except to register our students into classes. That's not assessment.
>
> **Adjunct at A-1** Assessment comes around every other year at the high school by an A administrator from the CLLHS program. There is always a student

> evaluation for each course. Regarding the quality in content and rigor, the high school is higher in content and rigor, because there is increased contact time in the high school course, and it is more rigorously taught.

> **Teachers' Union Leader at A-1** Quality control course issues are handled by A. Written guidelines are provided as we treat the CLLHS course the same as any other high school course when it comes to quality of teaching. Only the high school evaluates the high school teachers in the college-level course. The college does not come in to do it.

Following upon this statement of A-1's faculty union leader, that the college does not evaluate the school-based courses, the question was asked whether A does not come in to the high school to evaluate because of a high school directive or because of discouragement from the high school faculty union.

> **Teachers' Union Leader at A-1** No–there is no problem if A wanted to come in and do evaluations...they just don't come in, and have not asked to come in.

On the basis of this statement, one has to wonder how A or any other college might expect to justify a school-based course as being "college-level" if it is evaluated by the high school and not by the college faculty. After all, who is in a better position to evaluate college-level coursework than the college faculty? No other higher education faculty teach for as much contact time within a full-teaching load as community college faculty. Consequently, no other group is in a better position to evaluate school-based learning in the high school than the college's faculty who teach college-level courses all of the time.

The college wants the benefit of having faculty participate in CLLHS without providing them with an opportunity for input. On one hand, the college faculty understand that revenues drive the college's participation in college-level learning with high schools. While on the other, the faculty are not given the chance to express their views to affect change, limiting assessment to "on paper" guidelines. There are no provisions for faculty to supervise or monitor school-based learning within the high schools.

High school teachers acknowledge the presence of professional development resources provided by the college, yet the bulk of the instructional resources come from their own school budgets. Few or no opportunities exist for training or for teachers to interact with the college faculty, and no compensation is provided for the increased school-based workload. Beyond "on paper" guidelines, and teacher selection and credentialing, the college's support to CLLHS are minimal at best, while FTE revenues are plentiful and exclusively the college's, to "do with as they please."

Case Study: B

History

B was the first locally sponsored two-year institution accepted for supervision by the State University of New York. The college prides itself in having quality transfer programs for the university bound, occupational skills for the career-minded, flexible schedules for working students, and specialized programs for business, industry, and professional groups. The college's Small Business Development Center is providing entrepreneurship training to students through its involvement with a coalition of workforce developers, as well as piloting workshops for secondary students. B is particularly interested in expanding the range and scope of internship opportunities for its students and in working with secondary schools on curricular issues.

CLLHS Program

B did not have a significant amount of promotional material available at the time of the case study visitation. Unlike A, which has a quarter century of school-based involvement, the CLLHS program at B, like D, is recent. But B is noteworthy and distinguished from the other cases studied in that the college does not charge any tuition or fees to its students for school-based learning. It is free to all students. Every student has the opportunity to participate in school-based learning, no matter what her/his parents'economic status.

B has 41 high schools in a two county geographic service area. These are mainly small schools; the largest, B-1, graduates 400 students per year.

B-1 High School

B-1 is the high school with the highest participation in the B CLLHS program. The urban school consists of grades 9-12, and has an enrollment of 1550 students, with 130 faculty.

B-2 High School

B-2 is the most recent to participate in B's CLLHS program. It is also the most geographically distant of the college's CLLHS partners.

a. Extent of Participation in CLLHS

Question 1a.: What are the reasons for school-based participation?

B is unique among the other case studies in not charging tuition. The president attests that in addition to the connection of college faculty with high school teachers, new sources of CLLHS revenue have resulted in the short time of the college's participation. This has produced sufficient income to cover the administrative costs and keep school-based learning tuition "free." The faculty union president at B affirms this monetary reason for school-based involvement.

> **President of B** First, the high school 'connect' of faculty to faculty is viable to the college program, although the faculty union is not liking it. In my first year...so far as president, I tried to get to know my faculty and went to all the high school superintendents only to find that my faculty were not there. They (faculty of B) did not know their high school colleagues. Only a couple of years later, school-based learning has brought them together.
>
> Secondly, FTEs and new sources of revenue with 1400 students anticipated in school-based will amount to approximately 140 to 160 FTEs plus regional college charge back dollars and $30,000 in foundation dollars to help pay the CLLHS administrative costs and keep CLLHS tuition "free."

> **Faculty Union President at B** The philosophy for CLLHS involvement at the college is to generate FTEs. This is good for the college and the union members.

While the institutional philosophy is referred to by one faculty member at B as being "administration-driven," the reasons for involvement in school-based programs are freely discussed on the campus. B publicizes its expanded marketing and recruitment operations, including in the State of Pennsylvania. As a licensed foreign corporation, the college competes for territorial high school markets beyond its NYS geographical boundaries. It collects "double tuition" for out-of-state residents from Pennsylvania. The "double tuition"assists the college in generating enough revenue to maintain its tuition-free policy in New York State.

> **Faculty member at B** My professional opinion after mentoring Biology for 5-6 years in CLLHS, is that the program is purely financially motivated. There was no interest until student numbers declined and competition increased, causing B to become involved.
>
> The CLLHS impetus is administrative from the high school wanting to add challenging courses in order to decrease 'senioritis.' There are secondary biology teachers in agreement with our faculty that CLLHS did not come from either of our faculty, and we all wonder. We figure it's between the high school, and the college, administration-driven in New York and Pennsylvania.

The president of the college remarks indicate that CLLHS carries out the college's mission of providing access in the community and increases opportunities for students.

> **President of B** CLLHS meets the 'access' mission of the community college. I see this new CLLHS revenue as essentially meeting the needs of community outreach while state resources are diminishing and local sponsorships are driven by the economics.

> **Dean of Administration/Development at B** It's an opportunity to enrich the high school year and to provide a head start toward college coursework and academics.

The president is concerned that the education continuum has become disconnected. He points to a faculty position that says: "We're not a high school; we're a college." He sees in this position the separation between the high school teachers and the college faculty, who did not know their colleagues prior to the CLLHS program. Through the president's leadership, perceptions have changed. The principal at B-1 verified the elitist attitude held by the community college faculty previously. That attitude has since changed, as a result of school-based learning.

> **Principal at B-1** Our history of hard feelings with B ensued (faculty to teachers). B wanted control in the high school, of the courses, and there was an elitist attitude that turned off my high school teachers. I met with the new B president about CLLHS, and we resolved that all will benefit with college credits, and learning time will not be to an AP test, and the teachers can teach what is essential. The chemistry for CLLHS is good.

The reasons for participation cited in this case study closely parallel those of the other case study colleges and schools in several aspects. Revenue generation and various altruistic reasons are common to all the case study colleges; in addition, participants see school-based learning as both a teacher and student esteem builder in the nurturing environment of the high school.

> **Assistant Dean (designee for VPAA) at B** CLLHS brings my faculty together with high school teachers. The esteem values which result makes it (CLLHS) worthwhile.

> **Adjunct at B-2 (Calculus)** I see students coming back to us at the high school after trying the college experience for the first-time, as opposed to those who try CLLHS in the high school where we nurture them while they are high school students. Maturity factors in to do CLLHS, as high school confidence levels rise. There are students doing well in CLLHS who would not do well in the college calculus class on campus without the CLLHS experience. For example, freshmen in college have no one there. Some students are bright, and this gives them a challenge to do well and be prepared early. The challenge is an early one for

> students in CLLHS. AP in calculus is strange with 45 questions in Part I and only 6 questions in Part II; consequently, the 'normal' student is discouraged from this. I cover Calculus 1 and 2 in one year, and the B-2 students handle the level. Philosophically speaking, the CLLHS program is for mature students–seniors.

College B's most distinctive feature providing free access to students in the CLLHS program, independent of their economic status, is attributed to the outstanding leadership of the college president, who also seeks to bring the faculty of the community college closer to the high school teachers. As a result, some gaps are being bridged, educationally between secondary and post secondary, and socio-economically between the "have's" and "have nots."

Question 1b.: What are the factors that facilitate or discourage CLLHS?

One discouraging factor is the heavy workload for the high school teacher and the amount of time which participation in college-level learning takes.

> **Teachers' Union President at B-1** There's no benefit to having union members participate in CLLHS. It's hard work and extra time at the beginning of the year.

The perception of the teachers' union president is not unlike other case study high school teacher interviewees, who speak of having to "wear several hats" in the CLLHS classroom. They meet high school, AP, and school-based requirements, without added compensation. The amount of time teachers spend to prepare lessons for large numbers of students to meet the standards of the high school and college was revealed during the interviews. Adjuncts at B-1 reveal that CLLHS is not without concerns, contrary to the view of the principal at B-2; however, even the principal admits to the full workload of the adjunct.

> **Adjunct at B-1 (Spanish I)** .....I want to say ... I'm doing my best to teach AP and B CLLHS standards for college credit at the same time to the same students while trying to get them to write and talk well in Spanish for the AP exam. Doing all of this and trying to teach 50 students in my class is a lot.
>
> **Adjunct at B-1 (Foreign Languages)** As a high school teacher teaching CLLHS I must meet NYS standards that are now higher, and prepare my students for AP grammatically, and students must have the high school experience of drama and theater through literature for meeting college B standards. AP wants heavy grammar knowledge and English usage. This is quite challenging when having to teach 67 high school students in one class section.
>
> **Principal at B-2** There appears to be no increase in workload for the teachers, and now both AP and B CLLHS are taught at the same time. However, I would not expect any more additional teaching sections to be added to their already full schedules.

Economics, as well as the desire to uphold the college's mission of providing affordable education, drives College B to become involved in school-based learning. The college's president and the dean discuss the benefits of students having an opportunity to gain early college credit at a savings.

> **President of B** Our reputation of no tuition and no fees for CLLHS courses rings so well with parents and students who are trying to get the most affordable higher education.
>
> **Dean of Administration and Development at B** Economic reasons stand out as the best to cite. No tuition charges and subsidy from our foundation for administrative expenses keeps us attractive to high schools. The Foundation provides the college with $30,000/year.
>
> FTEs help us considerably in meeting our expenses. If we have 150 FTEs, this amount will allow us to get more staff time and to add enhancements to our CLLHS program. The college needs to figure out how to support the program if grant revenue ends.
>
> Our CLLHS policy not to charge tuition is in line with our USA program for the college's academic programs. At B we have a USA program where we

> guarantee anyone who graduates with a Regents Diploma will not pay to go to B. Tuition is paid through the Foundation. This policy is worthwhile and consistent with our mission of access.

At both high schools, each of the principals stated how much parents are supportive of B's involvement in CLLHS because of free tuition, along with the opportunities which exist for their children to take college-level coursework in high school for credit that will transfer. An adjunct at B-2 favors CLLHS courses over AP because their grading system makes for ease of transfer.

> **Principal at B-1** The parents see the benefit in their pockets and on the transcripts with credit that will transfer. There's no problem to transfer the CLLHS credit to B. There are some problems transferring to other colleges and universities, depending on the academic discipline, the department, and the course.
>
> **Principal at B-2** Parents are happy about CLLHS because it's challenging for their seniors to take courses which prepare them for college while earning transfer credit and high esteem. B CLLHS program at B-2 is a win-win situation with simultaneous credit being earned from the college and in meeting high school requirements for secondary education.
>
> **Adjunct at B-2 (Calculus)** Grades are calculated differently to allow for the college-level challenge in content. Overall, over the last two years, one student got a 'D' grade that would not transfer. Of the Calculus 1 and 2 students, one passed the high school requirement, but the 'D' didn't transfer for the college credit. AP makes it tricky with the exam and increases the difficulty as the range of scores does not always permit transfer-ease.

Beyond the economics of CLLHS costs and credit transfer, the high school sees participation in CLLHS as a viable option to AP. The college president and the principal of B-1 prefer CLLHS transferability because access is increased for economically "needy" students via the school-based learning option. The view of the principal at B-2 seems to summarize the attitudes of the high school stakeholders who prefer school-based courses over AP.

> **President of B** ...school-based is a good alternative to AP's uncertainty of test score transfer and running the risk of the $75 fee charged by AP. B does not charge any tuition. It's free!
>
> **Principal at B-1** Not many students are taking the AP exam. Some of our teachers did not think the courses were well suited to an exam as the exams are specific, and a number of students could not afford the AP courses. There was a high rate of 'needy' kids. Many teachers said that we do not want to teach to the AP exam, and many kids have gone on without AP to ivy league and other institutions.
>
> **Principal at B-2** While AP tests are given, the college coursework in high school counts. Kids get the college-level benefit of credit simultaneous to their high school credit. The diversity in coursework offering of CLLHS counts too. Advanced Biology, English, Advanced French are offered to all seniors. This will result in some students accelerating, and some will finish college early.
>
> Parents are happy about CLLHS because it's challenging for their seniors to take courses which prepare them for college while earning transfer credit and high esteem.

The outstanding economics at B, along with the faculty to teacher "connect" and an option over AP, challenges the college's leadership and resourcefulness to keep tuition free. The economic incentives of the free tuition enables students from all socio-economic backgrounds to participate in college-level coursework without having to apply for financial assistance. The "no tuition" policy de-emphasizes the social stigma of being "needy" or "poor," while providing free access to all.

b. Administrative Structures

Question 2a.: What governance and geographic service areas exist?

Unlike the other cases studied, the governance and geographic service area of College B has a positive affect on student enrollment and revenues. B has college

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operations in two states, New York and Pennsylvania, with future plans calling for CLLHS course offerings in Pennsylvania. According to the Dean of Administration and Development at the college, the governance structure is quite different from any other community college in SUNY. Such governance provides B with opportunities for CLLHS.

> **Dean of Administration and Development at B** Our governance structure is quite different than most SUNY community colleges. We have legal entity of ourselves and are not part of other government entities. We are not sponsored by the City, but regionally, and we're independent of local governments, unlike other community colleges. This gives us more latitude in being able to pursue CLLHS opportunities without all the added government.

This dean also discusses the financial benefits of the college's geographic service area outside of New York and the governance for the Pennsylvania operations. Taking advantage of its unique governance has allowed B to continue its program of tuition-free school-based courses in their geographic area in New York. The program still remains lucrative because of FTE revenue and subsidy from the Foundation to meet administrative expenses.

> **Dean of Administration and Development at B** Funds come out of Harrisburg, Pennsylvania for higher education opportunities. We get double tuition from students and the equivalent of state aid through this Pennsylvania campus. B is now licensed as a foreign corporation to conduct visits in Pennsylvania. The college is now evaluated by the State of Pennsylvania Commission for Higher Education. The facilities for B are located at the former Psychiatric Center in Warren, PA, and students in Pennsylvania can bring their PHEA (similar to N.Y.S. TAP financial assistance) to our main campus in N.Y.S..

The other cases studied here, in contrast to this college, have governance consisting of local (county) geographic service areas. Each of the community colleges, including B, have state funding and a Board of Trustees. The others have a faculty senate that provides input to governance, but B does not. Not having a faculty senate is an obvious hindrance to developing faculty consensus. Faculty Senate input apart from union representation is vital to curriculum.

> **President of B** The faculty are supportive about CLLHS course activities. CLLHS program courses are treated like any other B course, like nothing special.
>
> There are very few, if any, geographic catchment disputes with B. We operate in Pennsylvania; yet, there are no high school courses right now in PA because of 'double tuition.' We are now part of the Pennsylvania Council and the former Higher Education Council, with contracts providing geographic service area subsidies. At a later time we will explore the possibility of CLLHS opportunities with Pennsylvania.

Having a faculty senate might dispel the view that the school-based program is "administration-driven." The involvement of a faculty senate might change the attitude of the assistant dean that the school-based courses are not faculty-driven.

> **Assistant Dean (~~designee~~ for VPAA) at B** Past perspective is the 'coming down' of courses for CLLHS. By this I mean, the courses do not seem to be coming from the faculty. You see, there is no faculty senate at B, to guarantee that the faculty are involved. Right now, there is no other vehicle other than faculty meetings with deans and through the faculty union.

> **Principal at B-2** As building principal, I am responsible for the CLLHS courses. There are no high school procedures for CLLHS with the school district because of the union contract. The program is teacher centered, and there are no administrative conflicts.

Question 2b.: What are the administrative structures of funding and finances.

The Dean of Administration states above that FTEs cover the expenses of school-based learning, as well as provide for additional staff time and enhancements to the CLLHS program. The dean asserts that quality is ensured by the mere fact of paying the college faculty for their participation. There is no mention of monitoring or supervising in the high school; neither is there a policy in place for quality assurance.

> **Dean of Administration and Development at B** We don't charge tuition. We get operating charge back revenue coming through local government where students are from outside our county sponsorship areas, and the following year B received state aid payments in the form of FTEs. An FTE is equal to 30 credit hours.
>
> B faculty are paid $166 per class section. We feel this ensures that the syllabus is being followed and is part of our quality assurance. The parents pay for the textbooks.

There is criticism of B for inadequate funding by the high schools and by at least one faculty member. B does not give attention to funding for professional development. This lack of support is evident in the remarks made by the assistant dean and others at the college and high schools.

> **Principal at B-1** There is no orientation or professional development program coordinated by B. Any meetings for our teachers to college faculty interaction are on an as needed basis only. I share responsibility with my teachers for CLLHS courses. The students are counted in the attendance for state base aid funding.

> **Adjunct at B-2** There are no faculty training or professional development programs taking place for CLLHS.

> **Faculty member at B** The pay for working with the high schools is not good. We get $166 per course section and the work is so time intense for CLLHS. I have 5 CLLHS courses to coordinate on top of my regular college teaching load. That's a lot of work and little compensation.
>
> There is only the teacher training for high school teachers that I arrange. None of it comes from the college coordination.

> **Assistant Dean (designee for VPAA) at B** There is nothing in the budget that I'm aware of to pay for any teacher training for CLLHS, and I do not know of any training of teachers taking place at B for CLLHS.

The president of B speaks highly of the college's school-based coordinator's activities, but it is apparent that although the coordinator has extensive secondary-level credentials, the college is utilizing the coordinator for the school-based program's public relations, not for quality assurance. The coordinator's credentials, as a former superintendent of schools, could be put to better use to ensure school-based accountability through supervision, evaluation and professional development. This opinion is also voiced by the faculty member at B who said in a statement above: "There is only the teacher training for the high school teachers that I arrange...None of it comes from the college coordination."

> **President of B** Funding for a CLLHS program coordinator of the magnitude of ours is such a plus. The coordinator brings experience and strength. As a former superintendent of schools he brings a working knowledge of secondary education into our college, and the CLLHS program at B is enhanced considerably. He makes 2-3 visits/year to the high school districts...to ensure that the administrative functions are in order.

Like the A and C case studies, even with substantive CLLHS "on-paper" guidelines in place, B is not providing adequate resources in the budget to ensure quality control in the school-based program. Responsibility can only be carried out with authority. Budgets are one way of providing "an ounce of authority for all the poundage of responsibility" that program quality assurance demands, whether school-based or otherwise. A mere stipend for course development and a program coordinator who serves a public relations function do not make up for the lack of funding to ensure quality in the CLLHS program.

c. Faculty Support

Question 3: What is the Faculty Support for School-Based CLLHS?

Like each of the other cases studied, B has policy guidelines "on paper" to ensure that course syllabi, exams, assignments, texts, and teaching credentials in the high school are equivalent to the college for validation purposes. B CLLHS guidelines, articulation agreements between the college/school as well as a Memoranda of Understanding with the faculty unions were analyzed. Included in the guidelines and interviewee statements were quality measures intended to ensure that the course syllabus, grading, texts, and teaching qualifications meet the college's "on-paper" course equivalency standards.

> **CLLHS Program Coordinator at B** Where there is a departmental final exam, the school must give that final exam, as in most cases this exists.
>
> We do not approve of every high school course we see at various schools. If we do not approve of a course, the course often times goes to one of the other SUNY community colleges, A. This is primarily due to faculty issues which have a direct impact on the courses taught at the high school.
>
> The difference between B than A is that we require that the Masters Degree is in the field of the discipline for the course taught, whereas A does not require this. A only requires that the prospective high school teacher has a Masters Degree. When this happens, A will oftentimes get the high school course and assign the teacher we did not approve, for the degree reasons just explained, and run the college-level course.

> **Faculty member at B** The mechanisms we have in place right now to ensure the content and rigor of the CLLHS course are: periodic meetings of faculty and teachers, same syllabus (content), logistics, and topics and exams are equivalent. This is ensured in my discipline.

> **Faculty Union President at B** The high school principals make their recommendation, first to the CLLHS program coordinator and then, the recommendation to approve of a new teacher to teach in the high school goes to the academic department. The college requires an outline and syllabus for assessment purposes.

> **Principal at B-1** The examinations are the same, as are the texts approved as

being equivalent to the college's on-campus course.

Adjunct at B-1 (Spanish I) There were existing courses taught at the high school as high-level to conform to the college that were actually lower than the high school courses in content.

Teachers' Union President and Adjunct (Foreign Languages) at B-1 Already having taught, I had to prepare a resume for an interview by the Chair of Languages at B college...I was approved with my existing teaching credentials without a Masters degree. Now, I'm under scrutiny for not having a Masters degree, even though I was approved without my Masters. This is ridiculous! I'm a 29 year teacher!

Teachers' Union V.P. at B-1 Regarding selection of teachers, those who have taught AP before being requested to teach CLLHS are considered to be qualified. There is talk going on right now regarding credentials with a Masters in English, Psychology and Languages.

Principal at B-2 The faculty support exists as the high school teachers get together with the college faculty about testing and books. The same tests and books are approved by B faculty, and the curriculum for CLLHS is 'joint.' There is no 'watered down curriculum.'

Adjunct at B-2 (Calculus) The content and rigor of the high school course compared with the college course is ensured in this program. I use an alternate text and adjust it to the curriculum of the high school by using the college's book in order to teach CLLHS to all levels. B-2 learning results are better than B results, as we have 'only the cream of the crop' in Calculus.

The college falls short in the union contract language with respect to evaluation of the school-based courses. The Memo of Understanding (M.O.U.) between the college and school unions addresses school-based evaluation without including teaching performance in the evaluation process. Due to the limitations of this language and the resistance of the high school teachers' union, the adjunct's school-based performance is not reviewed; thus the evaluation has only "on paper" validity. There is no evaluative assessment of the teaching of the adjuncts. The union leader at B expresses concern about the college's failure to provide contractual language. It is obvious that the contractual language issue is a serious matter as B-1 insists the problem is personal because "everyone knows everyone in this town."

> **B College/School Contract (standard articulation agreement)** This observation will be conducted for the sole purpose of evaluating the course and "not" teaching performance, to determine that the curriculum meets B standards.
>
> **CLLHS Program Coordinator at B** B faculty are to go out to the high schools and evaluate classes. Right now, there is a problem with B-1 high school and their teachers' union not allowing this to happen. Discussions are going on right now, and there will be resolution soon.
>
> **Teachers' Union V.P. at B-1** You should know that everyone in this town knows the faculty at the high school and at B. The community is aware of who's who; it's tight.

Underlying the weak faculty support at the college is a strong lack of confidence in the administration by individual members. Keep in mind that the union is the only organized body of faculty at B. A faculty senate does not exist. The union leader, serving as a department chair, expressed dissatisfaction in not being informed of courses approved as college-level, while a faculty member expressed a major concern in the lack of quality assessment for CLLHS at the high schools.

> **Faculty Union President at B as Language Dept. Head** I was never informed of a high school being approved for B credit in French until after the approval was given by the college.
>
> **Faculty member at B** One concern involves a high school teacher who has 8th grade-level exams and should be giving 10th grade-level and college-level exams. It should be more difficult for this to happen.

The evaluation of adjuncts is essential if the college is to provide course quality assurances. A secondary-level course offered as college-level by a teacher who evaluates the10th grade-level students using an elementary-level 8th grade exam, is a situation that needs to be monitored.

Generally speaking, the high school teachers reveal dissatisfaction in respect to B's lack of conducting teacher evaluations, although a calculus teacher at B-2 expresses an opinion contrary to the B-1 language teachers in this regard. It is apparent that such divergence in opinion results when the school-based learning practices vary from one academic discipline to the next. Consequently, there is a divergence in evaluation, and confusion results.

> **Principal at B-1** The problem is with formal teacher evaluations and student evaluations. I don't want to do it, and the union does not want to be evaluated by anyone, except someone with an SDA or SAS (NYS School District Administrator/School Administrator Supervisor) certifications. There will be new language written in the articulation agreement that should say: there is no problem if the college does evaluations and no one has access to the evaluation in the high school, in relation to the teacher's performance.
>
> **Adjunct at B-1 (Spanish I)** There is very little interaction with B faculty. I met with the foreign language teacher at B regarding books ahead of the teaching. There were no visits until the second year of teaching the CLLHS Spanish I. In the third year of my teaching this course, I was visited one time by the chair of Foreign Languages at B concerning enrollment matters and a perceived problem the chair had with the high school instruction. I along with the other department faculty at the high school were willing to have the B chair of Foreign Languages evaluate the classes. The B chair would not come and do so. Rather, the chair refused to evaluate us, and we wanted it to take place.
>
> **Adjunct at B-1 (Foreign Lanuages)** I met with the chair for approval before the course began, before texts were approved, and before the course was approved. Then, high school videos were sent to B because the chair of languages at B did not come in during the first year. The chair came one day to each teacher in the second year. We invited the chair of languages who did not come out. We invited the chair evaluation when other departments at the high school did not.
>
> My response to you specific to the CLLHS supervision and evaluation from B is that 'they' do not!

> **Teachers' Union V.P. at B-1** Observations of faculty are to be done by the district SDA or SAS. B has no connection to 'us' for the purpose of evaluation. We don't want B people to go and talk negatively. B can come in to find out how things are going concerning school-based curriculum. However, B cannot come in and make 'evaluating teachers' a part of the assessment.
>
> **Adjunct at B-2 (Calculus)** I'm observed by the college faculty twice a year and treated like an adjunct, but paid by my high school as part of my teaching load by contract with the school district although there is no contract language to that effect. There's lots of work to do in the class, and I do it for the students to obtain the college credit.

Perhaps if the college had budgeted professional development activities for faculty to interact, program assessment would become more natural with the college faculty present in the high school setting. One potential area for B to provide faculty support is in the high school science labs not being properly equipped. Here is a place for teacher to faculty interaction to develop. As in A and D case studies, utilizing "time block scheduling" in the high schools to accommodate the school-based courses is curricularly essential so that full-year high school courses are taught as single semester college courses. It is evident that high school teachers have adjusted "time" to meet the college's curriculum standards while extending an olive branch to B faculty.

> **Faculty member at B** The faculty perception is that CLLHS is purely financial, but from a secondary perspective, it's to provide alternative experiences for high school students. However, B looks really good since the college-level lab courses at B have a technician in labs for 40 hours/week.
>
> It's different in writing and the lab environment. The high school has only 46 minutes per class period, and some are going to an adaptable form of block scheduling. This will help by giving increased time periods. We must satisfy our discipline that the high school adjuncts are doing what needs to be done, like giving labs on Saturday at the community college rather than at the high school.
>
> **Faculty Union President at B** I have been at B for 30 years. CLLHS is rather recent over the past several years. Back in 1992, the CLLHS program had

> mentors and seminars in place for high school faculty. Then, the high schools did in a year what we do in a semester. Now, because of block scheduling, some of their classes in the high school are done in a semester.

Faculty compensation for CLLHS involvement at this college is the lowest of all the cases studied. Faculty are paid a very low flat-rate stipend, contrary to other community colleges where faculty teaching hours are provided and equate to substantially higher compensation. Further analysis of the union perspective leads to how the college's faculty union treats the "adjunct" in the high school. According to the B union leader, they don't. The college's faculty union treatment of the high school teachers is abrasively reactive to the college administration's lack of commitment to provide adequate incentives for faculty participation. The college president and the faculty union disagree when it comes to providing adequate financial support to school-based faculty.

> **President of B** The faculty union at B says that CLLHS will take away from enrollments at the college. They (the union) do not want courses we teach in the summer to be offered in school-based offerings.
>
> **Faculty Union President at B** In 1998, there was an increase in student numbers while the faculty union looked at the impact of the CLLHS program on B courses offered on-campus. As an example: one CLLHS class had 5 students (which must have 12 when taught on-campus) and this was run while the same course was cancelled at B. I'm not opposed to revenue creation from CLLHS; however, the impact on adjuncts was at issue here. This is vital to the faculty union. Faculty are only compensated $166 per high school for involvement.

The high school union leaders are mixed in their opinions concerning job security. However, they see the advantage of school-based learning as providing opportunities for students, with high esteem values for teachers. Like all the cases studied, the three teacher union leaders concur that there is no added compensation for teaching school-based courses; rather, added responsibility exists within their normal teaching course load.

> **Teachers' Union President and Adjunct (Foreign Languages) at B-1** As the union president at B-1, I don't see the B CLLHS (program) as a threat to the job security at the high school as you will find the V.P. for the B-1 teachers' union sees it. No, on the contrary, enrolling students increases the numbers of sections and electives taught in the high school while building esteem. There is no extra compensation for such teaching and only lots of time added for the kids to get the benefit of a 'jump start' in college.
>
> Other benefits of support for teaching the CLLHS include nothing special outside of being invited to distance learning sessions.
>
> **Teachers' Union V.P. at B-1** Regarding job security issues, down the road there will be more students who will leave the high school early to take B courses at B. This takes away from B-1 elective courses and will become a concern. Right now there is an advantage to union members teaching school-based. Those teaching the courses for B while teaching for B-1 are feeling better as they have become both high school and college faculty members. This simultaneous teaching is a self-esteem builder, and it is what happens as a result, the status of esteem rises.
>
> Regarding compensation, there is no extra dollars at all.
>
> **Teachers' Union President (adjunct in Calculus) at B-2** There appears to be no threat to job security for the high school teachers as long as B does not come in to teach in the high school. There can be no 'arm twisting' tactics.
>
> The teachers at B-2 teach B CLLHS courses as part of their high school teaching load. There is no added compensation for all the added work.

In summary, school-based learning is hampered by a lack of faculty support for evaluating quality in the high school CLLHS courses. The lack of a college faculty senate deprives the faculty a voice beyond the union perspective. Dissatisfaction exists within the high schools as vital areas of faculty support are missing: professional development, faculty to teacher interaction (outside of "on-paper" assurances), and evaluation of classroom performance.

More serious of all is the lack of trust shown in the college's administration. Such distrust is evident among the college's faculty union, specific to CLLHS course approvals being "administration"-driven; and among the high school teachers, who feel betrayed as their teaching credentials, once approved, are being questioned. Block scheduling within the high schools remains a bright spot. Potential exists in this area for faculty support to be nurtured, however, an inclination not to pay teachers for work above and beyond secondary course requirements prevails.

Case Study: C

History

C takes pride in having capital plans to improve the technical facilities of the college. A recent upgrade of its Prime system provided students with increased computing access as more than three hundred terminals are now available on campus for academic use. Also, the college claims to have the largest data-base research center in the northeast, the first accredited telecommunications management program in New York, CAD-CAM and laser electro-optics labs, satellite teleconference facilities, and computer skills integrated across curricula.

The community service initiatives of the college involve the school districts in its geographic service area. The college also supports collaborative initiatives to better prepare high school students for a smooth transition to post-secondary education. Faculty from C are assisting school district teachers in planning to integrate career skills into existing curricula in various subjects, to enhance the post-secondary experience. The college's Youth Internship Program links students with industry and develops work site curricula. Given the diverse programs offered by this community college and its strong ties to school districts, C has established networks and resources to fund both capital projects involving high schools, and college-level course offerings.

CLLHS Program

One of the most striking features of College C's CLLHS program is the amount of capital resources the college provides to the community in the form of capital projects.

Specifically, C's funding of capital projects has resulted in equipping two of the high school partners with computer labs using college funds, which include proceeds from school-based revenues.

C provided two CAD labs of 20 stations, valued at $150,000, for CAD design and business courses at its most highly involved school-based partner, C-1. When the most recently involved school-based partner, C-2, heard of this capital expenditure at C-1, the school expressed the need for a similar arrangement, and C responded with an institutional commitment of $108,000 worth of equipment and $20,000 worth of supplies from combined college and school-based revenues. C-2 is in an economically depressed lumber town, with very little technology and equipment. During the case study visit to this high school, the building principal commented that C "came through with promising a computer lab the school would never have had and could not have afforded."

The personal dedication and political abilities of the college's president were evident during the interview at C as he spoke confidently about the politics and his role in using the political system to advance the college mission of community service. He sees C as the "gem of the county and of the whole geographic service area." The president had been the County Executive of one of the counties which C serves where he experiences easy political access. Pragmatically, the president thinks of the community college as part of a "K-16 continuum of education." He contends that by "being in the middle, the community college's role is to provide support for high schools to generate challenging college credit programs of learning."

On the personal side, the geographic service area of C consists of a very poor county where the president was raised. With the community suffering the loss of an economic base and a growing elderly population, the president saw promise and envisioned collaborative partnerships with secondary schools and business. Thus, C-2 became part of the college's "Adopt a School Program" with scholarships provided for economically disadvantaged kids to attend C's CLLHS courses for credit.

C-1 High School

This high school has the most school-based learning participation with C. The school's grade 9-12 population is approximately 1750 students.

The CLLHS program began there in 1996 and has grown to host 350 students. The college has equipped the school with two computer labs and an instructor station for CAD design and business courses.

C-2 High School

C-2 is the most recent of C's CLLHS sites, and it took about a year for the school to become involved in the school-based course offerings. The school has a grade 6-12 population of 650 students, of which 325 are high school students.

The C CLLHS program at C-2 began in the Fall of 1999, offering six courses with an expected enrollment to reach 60 students. The college first became involved with C-2 by answering a basic communications need that existed prior to the CLLHS initiative. Namely, the phone system at the school would breakdown, and the "down time" put a strain on daily operations. When the college heard of the problem, the CLLHS coordinator responded with an offer of computer assisted technology. Now, the college has equipped the school with a computer lab, in addition to offering CLLHS courses.

a. Extent of Participation in CLLHS

Question 1a.: What are the reasons for school-based participation?

C re-invests funds from school-based income into capital projects like the construction of computer labs at the partnering high schools, and thus responds to the mission and to all constituencies of the community college. The president states that revenue is secondary to the college's public service mission, in defining the reasons for C's involvement, and the Finance Director affirms this view with CLLHS revenue projections. Such statements are further supported by the faculty union president, who says that CLLHS is used as a recruitment tool. These findings, in support of the college's reasons to generate income, make it clear that such revenues are viewed positively and collectively from top administration through the ranks of staff and faculty.

> **President of C** The college's public service mission is first; then revenue is after that.
>
> **Finance Director at C** Revenue is most important. There are 100-110 FTEs generated by the CLLHS program.
>
> **Faculty Union President at C** The CLLHS program at C is outwardly used as a recruitment tool for the college. The latest statistics from the CLLHS program reveals that 15% of the high school students attend C immediately after high school. The question that I think needs to be asked is whether these courses in CLLHS were influential in the decisions of students to come to C.
> At least secondary, if not primary, is the amount of money these courses bring into the college. The revenue numbers are pretty substantial. The college's attitude seems to be that if C doesn't offer CLLHS courses, then some other college will.

Investing back into the classroom with technology to improve the high school learning environment creates good will and fulfills the college's mission. This conviction, acknowledged by others, justifies the amount of money gained through FTEs, charge backs, and tuition, which offsets the cost of technological advancement.

> **VPAA at C** There are dollars to be generated by CLLHS for 'time on task,' to balance the rate of learning of 20 weeks in the school-base course in the high school setting to a one semester course of 15 weeks in the college. This work comes at an expense, and there must be funding sources, such as revenue from the CLLHS program.
>
> **CLLHS Program Coordinator at C** .....Other colleges are capturing the market, especially the University at Albany. It's a new market which earns C a half million dollars/year.

The partnering high schools are the recipients of the capital funded projects and remain gratefully supportive of the college's generosity. Both college and school interviewees endorse the concept of providing opportunities for the students, which include furthering chances to earn college-level credit while decreasing "senior year boredom," furthering the chances of going on to state colleges and universities, and building self-esteem in students and teachers.

> **CLLHS Program Coordinator at C** CLLHS satisfies parents and schools by providing a challenge to the senior year boredom. High schools are making nothing on CLLHS, except a couple of the schools are getting computer labs and good public relations.
>
> Students are receiving benefits of earning credit and use the college's facilities and library resources while doing so.
>
> **Faculty Senate Leader at C** CLLHS reduces under worked, wasted time and laziness of high school students, and the program helps students become prepared for the first or second year in a state college or university.
>
> **Adjunct (Technical Education) and Union Leader at C-1** CLLHS is an enriched program at the high school and goes beyond what is offered at C, as the program in the high school engages a seamless curriculum.
>
> **Principal at C-2** CLLHS creates self-esteem for students and teachers within a poor community by giving them the technology and expertise that others have in the wealthier school systems. I've worked with staff and curriculum and have noticed seniors having few courses of interest to keep them at the school. Prior to

> CLLHS, the seniors were going off on early day release and becoming disengaged in learning, and their going to college was statistically lower. Now, most of the senior class at C-2 goes on to C.
>
> The philosophical question I had was: how can we bring up our curriculum in the high school a notch for a low cost? I'm finding that the C CLLHS program is becoming part of the solution.

> **Adjunct (Art) and Faculty Union President at C-2** All we can do for the kids in the way of opportunity is good. Not all of the students are college-level. I'm noticing that CLLHS does increase the way they think of themselves. Their esteem value increases and the dollar savings are good for students and parents toward college-level credit earned while in high school. The union is supportive of this philosophy.

The poverty is apparent in C-2's part of the state, where economic blight has left its mark on housing and where auxiliary roads are in dire need of repair. This contrasts with the suburban sprawl observed at C-1. It appears that C's attempt to materially improve the economic and academic conditions of C-2 is most worthwhile to the community at-large.

In summary, the goal for school-based learning at C-2 of increasing access to the "have nots" has dual importance. It is economically important to the community outreach mission of C, and it increases learning productivity by "bringing up the curriculum in the high school a notch for a low cost." Furthermore, the added benefit of high school students receiving a transcript from the college builds their self-esteem.

> **Principal at C-2** The transcript the students receive from C attests to the kids' achievement while in competition with C-1 High school. Thus, the kids at C-2 have their esteem built with little monetary resources necessary.

Question 1b.:What are the factors that facilitate or discourage CLLHS?

The college's VPAA contends that CLLHS is for average high school students, not for those "at the 1200-1300 SAT level." Such statements both facilitate marketing the school-based program to average students and discourage above-average students from opting for school-based courses because of their academic achievement level. The VPAA implies that school-based coursework is below college-level by saying most private colleges will not accept the credit. The view that school-based is not college-level and runs the risk of credit not transferring is the most discouraging involvement factor found in all the case studies.

> **VPAA at C** The students are average high school students; it's for those not at the 1200-1300 SAT level, as the program prepares students for college. And, I find most private colleges will not accept college credit from this program.
>
> **Principal at C-1** The opportunity for advanced learning exists in the CLLHS program for all kids, not just "AP advantaged;" however, not all the credit transfers on.
>
> **Guidance Counselor (designee for the principal) at C-1** Many of the high school students are going on to college because of CLLHS course offerings. I have a student right now, a second semester entry at C, who is going to a four-year college next. Marginal kids are taking the courses while in high school with C because they become excited about it.
>
> A discouraging issue I see with CLLHS is that there are some pre-requisites needed to be taken first, and this limits the potential of offerings.
>
> **CLLHS Program Coordinator at C** Approximately 16-17% of the school-based students enroll in C after graduation. The program is limited to seniors, yet some 9th and 10th graders (AP type-smart culture kids) are in an architectural CAD design course.
>
> Regarding transfer credits, some schools will not take the credit if it was not taken at the actual college, yet some students are taking C credit to the universities and four-year colleges.

One of the students in the architectural CAD design course looked quite young in this class at C-1. When the student discovered questions were being asked of the teacher about the class profile, the student remarked, "So what is it you want to know mister?

My age? I'm twelve." According to the adjunct teaching this course, it is likely that this 12 year old will earn the associate degree ahead of the high school diploma, and "he is not the only one." Indeed there is a strong possibility that about two dozen "AP type" students at C-1 are likely to complete the college degree in non-AP school-based courses, particularly in the technologies.

> **Principal at C-1** CLLHS is a big advantage over AP as kids get a college transcript. Many of the AP kids are now choosing CLLHS courses over AP because the chances are better for these kids to transfer credit, rather than risking the AP score transfer.

> **Adjunct at C-2 (Art)** There is very little AP at my high school. Kids must get a score within the range of 3-5. In Art, many kids do not test well, yet they work hard and do not feel esteem from the AP test results.

The most facilitating aspect for teacher involvement is that the high school adjuncts are members of the faculty union at C. Such inclusion shows commitment from the institution to accept the high school teachers. Moreover, equal treatment is given to the adjuncts by the college's faculty association. Among the case studies, this situation is unique to C.

> **Faculty Union President at C** The faculty association consists of all full-time faculty, librarians and education specialists, along with our adjuncts in the high schools for the CLLHS program at C. It was a natural extension to have the high school teachers become a part of the association. We like having them included in our unit because it gives us some limited control over what goes on in CLLHS. Also, the college has to follow the contract in their dealings with these faculty members, which includes faculty evaluations, use of textbooks, final exams, classroom observations, and collecting dues from them as well.

In summary, despite the student opportunities for advanced study, and the transfer of credit, despite CLLHS's advantages over AP, and despite the acceptance of the adjunct, CLLHS has implications for the college faculty, which their union president articulates as arguments for and against college-level learning. His intelligent and pragmatic arguments address course sections and faculty loads.

> **Faculty Union President at C** The disadvantages of the school-based program are: a.) if a good percentage of these students actually come here and they are going to come here anyway, our full-time faculty on-campus and our adjuncts on-campus have lost sections of courses that would have otherwise been taught on-campus when the student arrived as an actual college freshman; b.) on the flip side, if we didn't give them the course in the high school, some other college would have offered it, and we still would have lost on-campus sections of those courses being taught at the high school.

b. Administrative Structures

Question 2a.: What governance and geographic service areas exist?

The findings reveal that resentment exists at C of SUNY/Albany's aggressiveness across geographic boundaries in providing college-level courses in C's high schools. The matter of a textbook dispute was given as just one of the several examples of SUNY/Albany's infringement. Instances of geographic infringement reveal the intensity of competition that exists between community colleges and universities for enrollments from the same student base. Such behavior will only accelerate as higher education institutions heighten college-level learning outreach through Distance Learning modes of delivery, unless governing boards enforce geographic service areas.

> **President of C** There have been several instances of geographic catchment and there will be more when it comes to Distance Learning FTEs. There should be a statewide task force to look into the system of collaboration with SUNY and NYSED. Where's the collaboration? I don't see it! We had an issue of a textbook that could not be resolved, and the course went to SUNY Albany. I don't see the collaboration with such competition and high schools being able to pick and choose. And, because of RAM (Resource Allocation Model), there is no collaboration. The colleges are left to their own devices when it comes to

territorial limits and governance.

> **Finance Director at C** SUNY/Albany is getting hundreds of students and enormous revenue as a big competitor of many SUNY community colleges. And now that the four-year state colleges keep their revenue, this is becoming a major problem for the community colleges. Compound this with the fact that the universities are killing our summer classes and graduate school interns are teaching courses at hardly any expense to universities.

Like the governance structures of colleges A and D, C has local county sponsorship and a local Board of Trustees, which has made no resolution on college-level learning in the high schools. The president responds to the community service mission of the college and contends that school-based learning is only a "business focus" of the college, since these courses are like any other courses, different just in being offered off-campus. In contrast, the principal at C-2 views CLLHS policies as coming from the college, with supervisory responsibility belonging to the high school.

> **President of C** There is no C Board of Trustees CLLHS policy as CLLHS is a business focus 'revenue generator' and responds to the community service mission of the college.

> **Principal at C-2** The CLLHS policies and procedures are under the responsibility of C, with supervision of the administration of the program in the high school under my direct responsibility.

Question 2b.: What are the administrative structures of funding and resources?

The funding sources for the CLLHS program at C are those shared by all the colleges studied, namely, FTE and charge back revenues. The CLLHS program coordinator is the only interviewee in the case studies to suggest caution in collecting tuition from high school students. The finance director clarifies the position of the college and states that financial assistance is given to all economically "needy" students to take CLLHS courses. C assists every student who cannot afford to pay the tuition from the college's Foundation funding. In so doing, like B (whose CLLHS courses are tuition free, to all students), an institutional mission is accomplished by providing access for all high school students to participate in school-based learning.

> **President of C** The finance piece is significant as revenues can be generated even more now with the state being able to handle the FTE accountability for CLLHS revenues, so...the community colleges can keep the cash and go for more to administer the programs.
>
> **CLLHS Program Coordinator at C** Financially, there is a potential issue at hand. New York State law (NYSED) is about 'not charging' secondary students for education. It is to be free, yet we do charge tuition for the simultaneous college and high school course.
>
> **Finance Director at C** The school district, specifically the taxpayers, pay for the texts used in CLLHS courses offered in the high schools.
>
> The college's Foundation provides funding for the needy, so every kid can afford to participate in the CLLHS program at C.
>
> The State of New York funding formula provides funding through FTEs. Every 30 credits equals 1 FTE . The revenue generated, along with tuition dollars, provides for meeting our expenses, and combined with the college's resources, capital projects with the high schools to enhance the CLLHS learning environment.
>
> **Adjunct at C-1** Most of the students are "paid students" for college credit, but not all.

The question arises, since the college's foundation provides subsidy for the financially needy, why would all students not opt for the simultaneous college credit. The surprising answer is that some students do not opt for the college credit because of the risk of lowering their high school grade point average.

> **Adjunct at C-1** It is because college course grades do not earn high school quality points. Therefore, some students will not take the CLLHS course for

> credit, if it's not accumulated with an opportunity to raise their GPA or if it will put their GPA in jeopardy of becoming lower.

The interviewees state the importance of simultaneous credit and the vital importance of tuition assistance opportunities for poor students. And the principal at C-2 emphasizes the preferability of school-based learning over AP, because of the expense of AP from the administrative perspective of teacher cost. CLLHS is economically more appealing than AP, because it is costly to train AP teachers, and AP students have no assurance of doing well. The teachers' union leader at C-1 states that there is no impact of CLLHS on Regents standards because tutorial services are funded by the high school. Finally, both of C's high schools say that the allocation of building space is a common concern. As involvement in CLLHS increases, facility resources become more scarce in the schools since only base aid funding is provided for each student in attendance.

> **Adjunct at C-1** Simultaneous credit received is vital. The follow-through in systems to actually generate the transcripts and provide the potential for transfer credit is so important.
>
> **Guidance Counselor (designee) at C-1** State aid funding consistency is the same per kid in the CLLHS program as it is for the population of kids who are just in the high school program.
>
> Parents side with CLLHS, as all kids, including the financially needy have access to funds in paying the tuition charge. The college's Foundation is a big plus to the CLLHS program of C, since monies for tuition are no problem at all.
>
> **Principal at C-2** The school-based credits count as daily attendance for state base aid, and all purchases in the high school are covered by the high school, and the teachers' contract.
>
> The administrative structures provide a savings for our kids with increasing poverty levels and low family wealth, as only $75 is charged per college-level course, as opposed to the standard college tuition of $300 per course with credit.
>
> Administratively, AP is costly for the high school to train teachers and send them out on travel. And the $75 cost for the kids who have no assurance of

> doing well in AP is expensive.
>
> **Teachers' Union Leader at C-1** ...There is no impact concerning CLLHS and Regents. Here is an all Regents array of subjects, and it "fits" the school. Tutors are now in place, and there is no worry of expenses to provide them. The district takes care of that expense as any other tutorial related expense.
>
> **Principal at C-1** Space is a big concern. I see constraints in the future on facilities. Increased involvement in CLLHS on the rise will result in more space needed.
>
> **Adjunct (Art) at C-2** I only have one thing to say concerning the administrative support. It's a concern for adequate 'space.' I had to push for space to offer C CLLHS courses.

C has earmarked a faculty line position for a program coordinator, a former faculty member, to provide school-based administrative accountability. The VPAA refers to this position as "the backbone of the program." Such a commitment of funding to the administrative structure is replicable in any other community college school-based program.

> **VPAA at C** The strength of the administrative structure is the program coordinator for CLLHS, earmarked at C in a budget. The coordinator essentially is the "backbone of the program," from the faculty ranks with a history in Continuing Education. The college is committed to the administrative services that the program coordinator provides, while the department chairs do the curricular work in CLLHS.
>
> **CLLHS Program Coordinator at C** Guidance counselors from the high schools are in touch with my office for coordination. We now have the control and are at the helm. This shifting of the power from being high school-centered to the community college at C has integrity and history, as the college budgeted my faculty line, and consequently added a faculty support dimension to the existing CLLHS administrative structures.

Like each of the other cases studied, C provides "on paper" guidelines of course syllabi, texts, assignments and tests. Also, like all the other cases studied, the school-based program at C allows the high school students to have access to college facilities and services, including the library and labs. However, outside of the program coordinator's faculty line, the "on-paper" guidelines and the student service provisions already in place (libraries, labs), there are no additional budget dollars dedicated to the program.

> **VPAA at C** The students enrolled in CLLHS are eligible to utilize college facilities and services, including the library, computer labs and science labs. The necessary assurance guidelines of syllabi and tests are provided by the college.

> **CLLHS Program Coordinator at C** All the high schools are held to the college's administrative structure to follow the Policies and Guidelines for CLLHS with C. High school teachers have high standards concerning these areas where mechanisms address following course outlines, hiring, and assessments. But there are no special dollars earmarked in the budget for high school 'stuff.'

In contrast with A's extensive professional development, limited resources exist at C to provide these services for teachers. On the other hand, there is evidence that C is moving toward making training resources available to bring the school-based college/school faculty together on-campus. Such efforts may eventually lead to further faculty/teacher associations. This remains to be seen.

> **Guidance Counselor (designee for principal) at C-1** Professional development of the college takes place with an orientation at the high school. It helps.

> **CLLHS Program Coordinator at C** Teacher training at C involves an orientation of 2 hours with the high school teachers on the college campus, a kick-off once a year, and a faculty member in the college is supposed to conduct a follow-up visit to the high school, where resources of the college and school are shared to ensure that the courses in the high school are equivalent to the college course on campus.

Finally, at C, as at all the case studies' high school interviews, blank stares appear when the matter of compensation for school-based involvement is raised. Unanimously, the interviewees comment, like the union leader at C-1, that teachers are only involved to provide opportunities for their students. No other incentives are mentioned in the school-based structures, because such instruction is just part of the high school teacher's teaching load, and special funding for CLLHS is not popular with a taxpayer group in one of the counties of sponsorship.

> **CLLHS Program Coordinator at C** A major issue is that one of the counties will not pay; taxpayers will not pay for 'not on college campus courses.' With this attitude, the college is restricted and high schools are limited, and faculty support is affected, since funding is not available for initiatives in CLLHS.
>
> **Faculty Union President at C** I don't know how much the faculty at C have to do with developing the high school program of CLLHS, and if any are compensated in any way with relation to these programs. I have not heard anything in this area.
>
> **Teachers' Union President at C-1** There is no faculty compensation in addition to the teaching load for just teaching a high school class that is CLLHS. This is because CLLHS is seen no differently than any other high school course. And there are so few dollars in our high school budgets for current curriculum development expenses. The teachers are only involved for the student opportunities of CLLHS.

In summary, the unique administrative funding structure at C gives needy kids the opportunity to earn college credit by providing financial assistance through the college's Foundation. This feature makes C comparable to B, where tuition is free for all students. In both cases, access to college-level courses while in high school is truly for all students. When it comes to budgets, C has funded a program coordinator to provide administrative accountability; however, unlike A, C has no funding for the professional development of the high school teachers. Like all the cases studied, C provides "on-paper" assurances and other student services normally available on-campus, but no funding is budgeted by the college for quality assessment.

c. Faculty Support

Question 3: What is the Faculty Support for School-Based CLLHS?

Unique to C is the confidence expressed by the faculty senate in the administration. The faculty senate leader expresses belief that the VPAA will not compromise the integrity of the college. No other case study faculty senate expresses such trust in the administration to ensure that the school-based courses meet college-level standards.

> **Faculty Senate Leader at C** The faculty know that the VPAA will not compromise academic standards in the CLLHS program. Here lies the strength of administering the program at C. As an example, C-1 wanted a text for a course that was not equivalent to the college course in content. The VPAA said 'no,' even though common sense must come into play as the text editions are expensive. The VPAA gave no allowance to permit the high school to specify a book that was not equivalent to the college course book. If a high school does not agree to academic integrity, it does not go forward for approval. This VPAA and the former VPAA held strong on this quality check.

The faculty senate leader names SUNY/Albany as the university that went ahead with the text despite the controversy over the question of content and rigor equivalency. The faculty senate leader also speaks without hesitation about faculty support for CLLHS.

> **Faculty Senate Leader at C** Most importantly is that the faculty senate at C has sufficient trust in the college not to sell the integrity out when engaged in CLLHS activities. The majority of the membership view CLLHS as a model that functions, and is fiscally important to the college. The faculty participate in CLLHS to claim some ownership.

Although the administration at C makes the issue of textbooks an important factor in course quality, this issue is clearly seen as having greater impact on the marketing of

C's courses and the potential that exists to lose enrollment. The VPAA's concern is obviously loss of enrollment and the competition for school-based enrollment, not quality. Rather unexpectedly, quality is more the concern of the faculty union president at C, who puts academics first and cautions that revenues influence administration decision-making.

> **VPAA at C** The big issue has to do with texts and making all the arrangements to first get the college and high school faculty to agree, and then for updated versions since the expense has driven the high school to settle for less and go elsewhere. C will not compromise on quality.
>
> Speaking of this question of quality...how could such questions be asked of community colleges when four-year colleges and universities do it (referring to school-based approving of high school teachers to teach college-level courses in the high school) and they have teaching assistants...as good as its professors? How dare they?
>
> I am (expletive used) f...... p..... off at the quality questions being asked, especially when enrollment is going down. This is painful when high school students wait to go to a four-year college or university as their first choice over the community college. C competition is with a number of four-year colleges and universities.
>
> **Finance Director at C** Text books constitute the main quality issue affecting faculty support to ensure that the school-based course is equivalent to the college's course on-campus. C-1 took a book to SUNY/Albany, an economics text, that our faculty would not bend on, not letting the book be used as college-level. The university went with the book and got the course.
>
> **Faculty Union President at C** The main concern should be academic standards and the effect that CLLHS has on C courses taught on-campus. The structures must ensure that the courses are not "watered down" and that the student in high school will be ready for the next level.
>
> The senate has to keep an eye on this program (CLLHS) because the college can have a tendency sometimes to be swayed in their administrative decision-making by the revenues that such programs generate, rather than by sound academic policy.

The faculty union president recalls the history of concern for CLLHS at C. He is also able to speak to the issue of job security, having little impact on the views of the faculty union membership. In fact, having college-level learning adjuncts at the high school, adds to the college's faculty union revenues–in mandatory dues payments.

> **Faculty Union President at C** In its beginning, CLLHS at C was certainly a concern for the union. However, the concern always seemed to be more about course standards, qualified teachers, etc.. Full-time faculty generally have a pretty good buffer before jobs are affected, as adjuncts in the high school would lose their positions first, and we have quite a few adjuncts. Speaking of adjuncts, all adjuncts pay union dues.

The VPAA states that school teachers qualify as adjuncts for the amount of time spent in the high school classroom while the faculty union president responds that qualifications should match the college requirements. The program coordinator supports the administration's hiring of adjuncts as consistent with the Syracuse University Project Advance model, and the faculty senate leader reveals the reality of the situation, the faculty "in opposition to CLLHS" who are not certified to teach in the public schools, are jealous.

> **VPAA at C** ...Most importantly is trust and hiring of adjuncts. C has rejected some high school teachers already. The trust is what is established over time with the high schools and college working together, and the strength of the CLLHS program coordinator.
>
> As for the high school teachers, they are in there six hours per day and are good teachers and should not be criticized about the quality of their teaching.

> **Faculty Union President at C** Adjunct qualifications should be the same as those on campus, which usually includes a masters degree. I noticed in the current report that there seems to be exceptions made to this in a certain field.

> **CLLHS Program Coordinator at C** Monitoring CLLHS came directly from the president of C through the VPAA to me. When it comes to the high school adjunct, the adjunct must have a Masters degree and 15 years teaching in the discipline.
>
> The college's policy concerning adjunct credentials is similar to SUPA's requirements for faculty who teach Syracuse University courses in the high schools.

> **Faculty Senate Leader at C** Some faculty opposed to CLLHS do so because they are not certified to teach in the high schools and cannot be employed as adjuncts at the high school; however, can teach on this campus with more than enough teaching qualifications.

Per the faculty union contract, College C, like all other case study community colleges, relies heavily on written course documents and the procedures that cover student evaluation of adjuncts. However, inconsistencies in evaluation practice in the high schools are revealed by both the program coordinator and the faculty senate leader. These inconsistencies pose a danger to ensuring school-based quality.

Furthermore, the economics of CLLHS revenues does not pose a threat of program deactivation at the high school. Consequently, the volume of school-based involvement will not hinder the status of this program. This is clearly a contradiction when it comes to academic programs "on-campus." where the potential for deactivation exists. School-based adjuncts teaching college courses in the high school may impact the full-time teaching loads of college faculty. The likelihood for faculty opposition will increase if college courses which continue to be taught at the high school bring about a decrease in the number of college courses taught at the community college.

> **Faculty Senate Leader at C**. The CLLHS program courses appear to be monitored in areas I am aware of. For example, one particular chair (*named*) has a very strong 'academic conscience.' This chair is highly focused on ensuring academic quality, like the VPAA at C. They are similar in validating the high school model, and the chair has the authority to stop the course from running in the CLLHS program, the same as the VPAA has the authority. If he wants to stop it, he can. The chair reports to the VPAA. Another chair of the Math Department is a dynamic math teacher, and able, with administrative possibilities. I have high regard for her CLLHS monitoring. Periodic assessment/reviews are important before waiting for a problem that is significant to emerge.
>
> I believe there is danger to tenure if CLLHS is not monitored, and because of the significance of CLLHS activities to finances, it's difficult to deactivate.

> **Teachers' Union Leader at C-1** The biggest support is that the high school teachers support one another. The teachers here want to partake in and enjoy CLLHS, as they become a part of advancing their students. I see no threat to the high school union members in such engagement. The courses do not hinder the high school program, as the teachers along with the college faculty reviewed the curriculum and approved what is being offered.

> **CLLHS Program Coordinator at C** ...All the oversight of CLLHS by department chairs of the college goes through me as the program coordinator.
>
> Having faculty support is critical to ensuring the content and rigor of the courses in school-based learning. The Math chair is special; she goes into the high schools to observe classes while other chairs do not. It's in their faculty contract and contained in the Procedures and Guidelines for CLLHS. Department chairs as a group are different. The Early Childhood chair has close contact, and the technology chairs are very close to the high schools while other department chairs are not.

Although the program coordinator has oversight of school-based learning, direct authority has not been given to the coordinator to support the oversight function, as department chairs still report to the VPAA. Thus, inconsistent supervisory practices exist. The college has relinquished authority supervising faculty to ensure school-based quality. Even the faculty union president at C expressed concern for department chairperson time and supervision to ensure quality. Likewise, the program coordinator's responses suggest that college supervisory resources are limited. This is especially true in light of the institution's decision to downsize the "number of chair positions" critical to academics.

> **Faculty Union President at C** Department chairpersons at C should be observing the high school teachers in the classroom. Some chairs do, and I know many do not. Are they overseeing course content, curricula, final exam content, and grading, etc.? I'm not sure. I know some do. All should. This is an area I want to explore further. It must be mentioned that the chairs barely have time to take care of the business on campus without trying to watch the high school situation. We had downsized the number of chair positions about 5 years ago, and they now have too many departments, students, faculty, and duties which fall

> under their domain.
>
> **CLLHS Program Coordinator at C** My office cares for all the registrations of the high school students into CLLHS courses, their schedules and timelines. I am the Chair of the Assessment Committee for C, this is key to serving the CLLHS program with respect to academic issues; not to lie is what's critical to the well-being of the program.
>
> The Behavioral Sciences chair has 80 faculty to supervise. They requested guidelines long before I was the program coordinator. Now the guidelines are in place.

Such downsizing is not unique to C, as downsizing faculty is prevalent during times when community college enrollments decline. Unique to C is the college's effort to promote school-based learning externally with capital dollars for funding computer labs in high schools while limiting resources for providing the supervision necessary for quality control.

In the high schools, the principal at C-1 and the teachers at C-1 and C-2 provide positive perspectives on CLLHS. By saying "the stimulus for faculty in high school is...good," they express a reccurring theme voiced by the high school principals and teachers throughout all the case studies. Teacher union leaders, on the other hand, express a fear that colleges may use "arm twisting" tactics and take additional time and space to advance more school-based courses in the high schools while collecting dues from high school adjuncts.

> **Principal at C-1** Faculty support comes in several forms when it comes to ensuring course equivalency. The stimulus for the faculty in high school is important for faculty. In CLLHS, the stimulus is a good and a challenging mix of AP and college courses. The courses have simultaneous credit, a positive feature. I do not see that CLLHS has any impact on other courses in the high school. All students must have these courses and technically be in sequence.
>
> **Adjunct at C-1 (Automotive engines)** The faculty support is relative to the

teaching area. I have all the equipment right here that parallels the college course with 6 credit hours. My course provides students the skills for occupational advancement and credits that can transfer to C. The curriculum is prescribed and set, and "engines" are part of a broader curriculum--'automotive.' One part needs the other and must 'fit' with 15-20 students, grades 10-12 and ages 15-18 years old.

Adjunct at C-2 (Art) CLLHS of C fits our Art Department at C-2. As a teacher in the art program, to have CLLHS coursework offered is advantageous for being able to send students for college credit. I get the equivalent book and materials for instructional support for the art projects and to meet time factors. The community college is the liaison in the supervision of the CLLHS program.

Teachers' Union Leader at C-1 My first concern is for the adjuncts in the high school who are already teachers in a union and have to pay the faculty union dues at C.

Secondly, there is a big demand course in CAD design for the kids and a film crew is here from 'Project Lead the Way.' This activity takes up time and space, and now C has 'a right' it didn't have before CLLHS programs, to come into our building in the evenings and summers.

Teachers' Union President at C-2 There are union teacher support concerns. Should any CLLHS courses come with arm twisting of having to teach certain courses, it could then be grieved if the teachers refused. However, there is nothing in print in policy at this time with the union. The contract must be respected–that is a must–especially if time away from regular teaching and numbers gets out of hand and becomes so big relative to the amount of involvement in CLLHS teaching.

The union must be careful of sub-contracting and distance learning, and of the administration not wanting teachers' union input involving the classroom; however nebulous an area...when do you cross the line? This is when it counts toward being a very sensitive area, as CLLHS demands are made upon teachers.

Finally, the principal at C-2 verifies the quality assurances which exist "on-paper" to ensure course equivalency and CLLHS program quality.

Principal at C-2 Quality control is used to determine policies and guidelines advanced by C in their publications and includes monitoring and evaluation of courses, teaching and standards. The exams are the same, as teachers in the high school interact with the college faculty by spending two days together. This interaction provides teachers with support to ensure the course equivalency and quality of the program.

In summary, the faculty perceptions in this case study have similarities to, as well as differences from, the other case studies. C, like the other case studies, has written document assurances; however, it is inconsistent in evaluative practices due to "downsizing" the number of department chairs at C as well as the college's reliance on the program coordinator to be all and do all things administrative. While the program coordinator is versatile, no authority is given to the coordinator to supervise the chairs in evaluating the program in the schools to ensure that the school-based courses meet the "on-paper" course guidelines.

The college earmarks the coordinator position in the budget. However, it provides no other faculty support in the budget, and there is relatively no resistance coming from C's very trusting college faculty senate. Nonetheless, the faculty union at C has more to say about the need for evaluative quality assurances in the high schools than the college VPAA, who has more to say about loss of enrollments when asked about quality assurances in the schools.

The high school perceptions are mixed, as the principals speak positively about quality control and stimulus for teachers. And high school union leaders discuss CLLHS concerns, ranging from adjunct dues payments to "arm twisting" tactics involving time and space infringements. They have fears that their input may be overlooked when it comes to expanding CLLHS programs and distance learning in the future.

Case Study: D

History

D was founded as part of a statewide system of two-year institutions designed to provide technical, para-professional and university-parallel education. This multi-campus SUNY community college has more than 14,000 full and part-time students registered for credit courses.

D offers 2 plus 2 programs, in which qualified students are simultaneously admitted for the first two years at D and the last two years at SUNY and private four-year institutions.

The college is the fiscal agent and project manager for the metropolitan area and the western county area's School-to-Work Partnership, a broad-based consortium of 150 schools, 300 employers, and 150 labor unions and community organizations. The mission of the partnership is to implement a continuously evolving School-to-Work transition system for all of the 35,000 students served. The intent is to improve what students should know and value in response to the changing employment needs and expectations of the community-at-large. Together with a SUNY four-year college partner, the campuses are developing and implementing an extensive cooperative education model for grade 11 through the associate and bachelor degrees.

CLLHS Program

While the history of D reflects high college participation in community partnerships, D has recently become involved in college-level learning opportunities.

Within just a year and a half, D has evolved from being recently engaged in college-level learning in high school, to now being one of the most highly involved institutions. In addition to the college's recent surge of school-based growth rate, D has the distinction of being the first case studied to have language in its faculty union contract governing school-based education. This feature serves the college well because authority exists within the administrative structure to ensure school-based quality in the high schools.

D-1 High School

D-1 is a Board of Cooperative Educational Services (BOCES) provider within the geographic service area of D, having a high school population of 740 students. This BOCES is one of 38 BOCES in the state and offers more than 65 programs and services to the community.

D-2 High School

D-2 is a suburban secondary school (grades 9-12) with 1365 students. 60% of its students receive Regents diplomas.

The high school has developed partnerships with local colleges and industries and is committed to developing School-to-Work connections further. Last year, the community of D-2 passed a multi million-dollar bond project to construct additions to the elementary and middle schools to make renovations, and to network the entire district with advanced technology.

The school district takes great pride in its staff development program, receiving international recognition for excellence in a long term project exploring teaching, learning, curriculum, and assessment. The teachers trained in this project have rewritten curriculum, designed new, local assessments, and collaborated on numerous instructional programs, including college-level learning with D, becoming the college's most recently involved school-based partner.

a. Extent of Participation in CLLHS

Question 1a: What are the reasons for school-based participation?

D's union contract, contains the very first school-based language, written by the president with the agreement of the faculty senate. The main reasons for college-level learning in high school are clearly articulated in the contract language: "to meet the needs of the community," to "generate FTEs," to "recruit students," and to acquire additional revenue. These reasons contribute to the amount of interaction that exists between the college faculty and school teachers to advance student academic opportunities for college credit transfer. Utilizing Tech Prep partnerships with School-To-Work initiatives already in place at D is an obvious advantage, enabling this college to respond quickly within an expanding curricular infrastructure.

> **President of D** The purpose for our involvement is to make a difference in the community's quality of life.[134]
>
> **V.P. Administration/Finance (new President-elect) at D** CLLHS meets the needs of the community and generates FTEs which lead to additional revenue for the college.
>
> **VPAA at D** First, to generate FTEs by offering 'dual credit' technical career programs as part of the curriculum's seamless transition from high school into college study. Secondly, to give high school students an opportunity for advanced

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[134] Note: While this research was underway, the president of D retired, designating the VP of Finance to address the remaining questions of the presidency and finance areas.

academics. Lastly, to encourage interaction between the faculty of the college and high schools.

Dean at D To integrate the existing Tech Prep partnership involving high schools with these new school-based initiatives under the supervision of the program coordinator, who is already in place and coordinates the School-to-Work initiatives for the college as well. Faculty/teacher integration is equally important between the college and high schools, as learning outcomes are designed to improve the academic preparedness of students and opportunities for college credit transfer.

Faculty Senate President at D Recruitment of students seems to be the primary reason for this college-level course involvement of the college, followed by the opportunity for students to transfer the credit earned to go to D after completion.

Faculty Union President at D The college's interest in CLLHS is revenue, since students are counted for FTEs when receiving state aid from New York State and the college benefits with D credit given, and to be used when the students complete their high school program. While there are no guarantees that the students will come to D, the potential to apply the credits is there.

When compared to the other case study and questionnaire results, D shows the highest growth rate of participation in the shortest time. Contributing to the rapid growth rates are the telecommunications networks. Viewed as an upcoming driving force for college-level learning expansion, these networks provide endless opportunities for delivering school-based courses. As various modes of distance learning become more accessible to high schools, distance becomes less burdensome, and the convenience for a student to take a course that provides simultaneous credit is attractive.

President of D My college has recently become involved in CLLHS. I suggest that you utilize the resources of my staff to verify the college's involvement from being a low enrollment CLLHS program in 1997-98 to high numbers of involvement at the present time.

VPAA at D CLLHS is what you call 'school-based,' where we have 'negotiated payment.' 1600 headcount was projected for 1999-2000; however,

> 1900 are expected for Fall 1999 alone. After all, SUNY allowed discounted tuition. They (high school students) get full college credit and high school credit for the CLLHS class. This is a big part of the reason for CLLHS being on the rise.

> **Dean at D** There are reasons for this CLLHS growth in addition to the work of the program itself and the coordinator's efforts. First is the SUNY Learnet, utilizing distance learning initiatives with far reaching networks, and second is our college's web sites on-line.
>
> The CLLHS program is part of a reform movement initiative that has local interest from parents and students. This contributes to the involvement growth as more want to participate in college credit opportunities. Look at our growth and the projected numbers of college-level learning with high school students.

The dean provides the data in Table 15, showing the credits and FTE growth the college has seen. with projections of school-based involvement in the 1999-2000 year.

Table 15
CLLHS Program Credit Hours and FTEs: Case Study D
(1997-1999 and Projections for 1999-2000)

Year	Credit Hours	FTEs
1999-2000	5400	180.0
1998-1999	3909	130.3
1997-1998	1270	42.4

Source: Case Study Community College D data provided by the Dean of D

Over just three years, the college's growth rate in FTEs has increased from 42.4 FTEs in 1997-98 to a projection of 180 FTEs in 1999-2000, a 348% increase in FTEs. This will make D the most highly involved college among the cases studied in CLLHS FTEs within the shortest time.

In the high schools, not all the teachers agree that their school should be involved in this type of learning. This recalls the B case study, in which a B-1 teacher said that the school-based involvement with the college was a "dumbing down of the high school curriculum." From the viewpoint of the D-1 teacher, most of the faculty and administration "do not give attention to the curricular impact the college course has on the high school program." In direct contrast to this teacher's perceptions are the opinions of an adjunct of business law at D-2 who contends that high school standards have gone up, of the BOCES Assistant Superintendent at D-1 who views CLLHS as a natural progression from the voc-tech environment, and of a D-2 graphics teacher who believes that CLLHS impacts curriculum and student maturity in the high school with the "rigor" of teaching to higher standards. And both the assistant superintendent and the graphics teacher agree that past curriculum redundancies are now being addressed by college-level learning in high school.

> **Adjunct at D-2 (Business Law)** Course standards have gone up at the high school. The difference between D and D-2 is that the high school is one full year and D is one half a year of instruction. The content is the same with a different text, and my text is approved by the D faculty.
>
> **Assistant Superintendent for Administration at D-1** The philosophy for our involvement with college-level learning derives from the fact that we are a vocational education program. In the past, students complained that going to the community college was redundant for many of them. Both the college and district had to address this issue.
>
> It all began with our involvement in Tech Prep and developed to become an articulation program for students to take college-level courses at the high school with guarantees of earning college credit simultaneously.
>
> **CLLHS Program Coordinator at D-2** The rigor of the CLLHS courses is so important. The faculty interaction with students is so high in the graphics course 'portfolio.' We have a graphics teacher whose classes beat out the community college students in graphics. Thus, D saw the caliber of our D-2 students, and in reality, D will have our students and give them credit, and benefit by possibly getting the kids who are advanced.
>
> **Adjunct at D-2 (Graphics)** Course content and rigor vary by each teacher. At D-2 we adjust to the community college course and go beyond the standards, or

> there is an easier 'fit' and we equal the college. Our high school curriculum in my area of teaching is more comprehensive than the college's curriculum, yet they (the college) evaluate the curriculum.
>
> In the past, many students would go to the community college and take basic courses, and the kids would come back and say that they already did the coursework in their high school portfolio that went beyond the college. The kids were getting aggravated with the redundancy, and there was a desire for flexibility and credit transfer.
>
> The involvement in CLLHS works with the maturity factor and a few credit hours. This outweighs any of the criticisms against the program. And D allows students to come over and mix with older, mature students while using the college's on-campus facilities. These experiences contribute to building self-esteem in students.

As in all the other cases studied, D places high priority on building esteem. The student's self-esteem was elaborated more in this case study than in any other by the BOCES Assistant Superintendent for Administration at D-1. The "high esteem" affect of school-based learning on the BOCES students occurs because the high school academic program has been enhanced to match college standards. Also, as in the other cases studied, CLLHS builds the esteem of teachers. Nonetheless, exceptions exist, such as the adjunct who also serves as the teachers' union leader at D-1, quoted below, who contradicts the adjunct at D-1, also quoted below, who speaks favorably to the esteem values of CLLHS.

> **Assistant Superintendent for Administration at D-1** The CLLHS program is an incentive in itself for involvement, a motivator for students and parents. Parents benefit from it because it costs less and raises esteem.
>
> The student esteem values are increasing with CLLHS as the program counters the BOCES stigma by increasing the esteem students have of themselves. BOCES kids here are more mature than kids in non-BOCES, and the BOCES kids don't have a 'dumb' stigma. They think the other kids are missing out. These kids know they have a chance to work after graduating and become somebody with the knowledge and skills gained in their educational program. This program has now become enhanced with CLLHS as our standards have been raised to match the community college.

> The participation in CLLHS started when our high school grads came back and said that they were bored, and all the college/school articulations were different; this CLLHS makes it easier, and consequently, the involvement is increasing. There were 110-120 of our students in CLLHS in 1998-99; this year there about 150.
>
> The CLLHS program has done a lot for teachers when it comes to esteem value as they are considered college 'adjuncts.' It is first important to understand that BOCES teachers are expected to be able to teach to all sides or fronts. It's difficult for teachers to handle this diversity in methods and student background. BOCES teachers at D-1 are a group of sharp, dedicated teachers, deserving the esteem that they get from this diversified involvement of having to "wear many hats."
>
> **Adjunct at D-1 (Criminal Justice) and union representative** In CLLHS, the student feels they are intelligent since it's more comprehensive and applied on research papers, and many are ahead of their peers, resulting in self-esteem being raised.
>
> However, I see no esteem value in the union for the teachers who teach CLLHS.
>
> **Adjunct at D-1 (Radio/TV Broadcasting)** CLLHS does raise the esteem values for the teachers and raises standards for the school to meet the college standards. I'm viewed by the college faculty as an equal, and there is no intimidation, and we're viewed in a good light by having students for them.

Others interviewed in the high schools have their own reasons for school-based college-level learning with community colleges. Individuals cite these reasons: to expand the vocational track, as an opportunity for students to do challenging work (in areas the school does not provide), and to satisfy parents' economic needs to save money on college credit. The parental satisfaction is common to all the case study findings.

> **Principal at D-2** CLLHS with D is an opportunity for students in high school to do challenging work in areas we do not have in our school. It's possible with CLLHS for our grads or students to go beyond the secondary and to the colleges in the larger community, while standards are raised in the high school (as NYSED allows us to do so).
>
> **CLLHS Program Coordinator at D-2** Our involvement in CLLHS programs

> came after increasing attacks by parents on what high schools are doing. Parents are starting to come to the high school meetings whereas in the past only 8-10 attended out of a 60 plus mailing. The parents see CLLHS with D as a win-win, at one-third the tuition, $35/credit hour, plus transfer credit even on to the four-year colleges. Even though there is no guarantee of credit transfer from the CLLHS program, parents feel it's a gamble and a good one to take. We have 337 students at D-2 and there are 40 students in economics alone this semester.
>
> **Adjunct (Business Law) at D-2** Philosophically, CLLHS is a cost effective course that enhances the high school department course and produces a college transcript.

In summary, D's reasons for school-based learning are based on responding to needs for college-level coursework that is simultaneously credit bearing, conveniently offered in the schools, and affordable. All this is possible because this type of learning generates enough FTEs to develop additional opportunities for high school students to participate while earning college credit. Meanwhile, students gain maturity and self-esteem while participating in a college credit transfer program at a cost savings to parents. These are among the main reasons expressed by the other cases studied as well. Unique to College D are reasons for involvement which recognize the program's impact on curriculum, which take advantage of a natural voc-tech "fit," and which address past course redundancy and provide the "rigor" that is necessary in teaching to higher standards.

Question 1b.: What are the factors that facilitate or discourage CLLHS?

The most discouraging factor for involvement is voiced by the high school union official at D-1, who sees college-level learning in high school as negative for the union membership, by adding workload without extra pay. However, this attitude is countered by a union official at D-2, who sees opportunity in CLLHS for various reasons. Such divergence in opinion is not unique to D, among the cases studied. Unique to D is the college administration's ability to forge school-based initiatives while gaining the support of all the faculty. This accomplishment came only after several years of fierce argument with the college's senate in the context of teacher union differences at the partnering high schools.

> **Teachers' Union Official and Teacher at D-1** From the union perspective, I believe that college-level learning is the district's ability to get more mileage out of the teachers, no extra pay, and it's milking them to get all they can.
>
> **Teachers' Union President and Teacher at D-2** The most positive thing about CLLHS with D is that the college offers a greater variety of courses and electives and a flexible faculty, and more teachers will produce an enlargement of opportunities for our high school students.

The positive factors for involvement at D are common among the cases studied. These findings include CLLHS courses as a viable option to AP courses, and parental satisfaction about credit transfer. Several interviewees contend that school-based learning is becoming more attractive and is less expensive than AP, which is becoming more unpopular with parents, who object to "teaching to an exam."

> **Adjunct at D-1 (Criminal Justice) and union representative** The simultaneous credit earned in CLLHS works, and all my seniors are in it. Students are transferring to universities and colleges all over the country and within NYS in addition to D.
>
> **CLLHS Program Coordinator at D-2** We are involved with several other institutions of higher education at the two/four-year levels. The matter of CLLHS credits transferring is a plus to students and parents.
>
> **Adjunct at D-2 (Graphics)** AP is at the bottom of the pile of CLLHS programs. AP is expensive, few pass it, and not all the colleges take the scores. The kids would actually like General Education credit. I see AP getting stress.

> **Adjunct at D-2 (Business Law)** I must say that when it comes to CLLHS, there is a concern for AP expressed by the parents. AP teachers teach to the exam, and our school does not like this.

Parents' questioning of AP's course content provides motivation for students to choose school-based credit over examination-based AP. The opportunity to earn transfer credit to D, and later on, to four-year colleges and universities is a main benefit of school-based coursework, where simultaneous credit can be earned. One finding indicates that those students who take school-based classes, but not for college-credit, do so simply because they are not planning to go on to college. However, these students are fulfilling their high school graduation course requirement in the school-based course because it earns high school credit.

> **Adjunct at D-1 (Radio/TV Broadcasting)** The CLLHS program is a godsend for the kids concerning credit transferability.

> **CLLHS Program Coordinator at D-2** Probably a majority are not taking the D credit, not because of tuition, but because many say, "I'm not going to college." Those who are taking college credit receive simultaneous credit toward their high school graduation.

> **Assistant Superintendent at D-1** The transfer of credits is good as far as word of mouth from parents and students is concerned, since there are no longitudinal studies that exist in the high schools to follow-up on credit transfer.

> **Adjunct at D-2 (Business Law)** Kids are getting all this college-level experience and a transcript from a college for transfer to other colleges and universities, in addition to credit transfers to D. And D credit will transfer to any of the colleges and universities accepting D college-level learning credit.

b. Administrative Structures

Question 2a.: What governance and geographic service areas exist?

This college has a similar governance structure to the other cases studied, with the exception of B. It is funded by the local county and the state. And like all the cases studied, D has a Board of Trustees who acknowledge school-based learning in articulations with the school districts, while providing no official statement or board resolution. Unique to D, however, is that in a relatively short time of CLLHS involvement, the college negotiated a faculty union contract containing "a letter of agreement specific to...college-level learning programs," with full endorsement from the faculty senate. This agreement provides the authority necessary to supervise the school-based program for quality. Using the college's department chairs to supervise evaluation and assessment ensures school-based learning "ownership."

> **President of D** The governance exists through the board of trustees of the college in articulation with the school districts. The faculty union contract contains a letter of agreement specific to the administration and areas of support that now includes the faculty senate support for CLLHS programs.

> **VPAA** One of our strengths in the college (union contract) is in ownership of CLLHS courses providing simultaneous credit. D academic departments and their faculty "own" the CLLHS course.

The importance of shared authority is also recognized in the high school. The D-1 Assistant Superintendent assumes responsibility for school-based learning in his schools. The Assistant Superintendent asserts that without his governing authority, there would be no school-based program. He does not say anything that takes away from the college's authority, but he does assume responsibility for course quality using his direct authority and his dedication. He has a true sense of "ownership" of the school-based program. No other case studied contains such conviction of school-based ownership.

> **Assistant Superintendent at D-1** The authority for this involvement with the colleges and high schools comes from my authority as the Assistant

> Superintendent. It is with my governance that the teachers interact with D faculty and their academic departments.

On the issue of shared authority, the Assistant Superintendent says that a need exists for "mandated authority." Such a provision would assist the high school in dealing with the college by providing clarity within the administrative process, thus, decreasing the confusion that currently exists. The Assistant Superintendent recognizes that CLLHS at D is department-driven and teacher-based, with inherently different points of view from one academic department's culture to another. Such differences cause confusion in the departments' relations with the high schools.

> **Assistant Superintendent at D-1** I have concerns. CLLHS is a department-driven, teacher-based process that seems to be different from one department to another. I believe that the colleges should mandate approval. Perhaps the community college departments did not believe in the philosophy as BOCES is hands-on in its approach. The college departments vary in their perspectives. 'Mandated' authority would help the school in its administrative structures for clarity and accountability of the programs from one to the other.

The democratic culture within the community college can confuse and bewilder outsiders, who are looking for the kind of uniformity that exists in the schools' administrative structures. It is this researcher's opinion that such "mandated authority" can lead to "shared authority" and can be replicated by other colleges and schools engaging in school-based learning.

Finally, the administration of D notes that no geographic catchment infringements exist, even though one of the high schools made reference earlier to having "various college partnerships." Hence, D, like the other case study colleges, has competition from other colleges/universities for students in school-based courses, with potential for infringement within the college's territory.

> **President of D** Nothing to report relative to geographic service area concerns.
>
> **Dean at D** I check that another county is not offering particular community college courses within the various geographic service areas for the CLLHS program as I do for any new programs.
>
> **CLLHS Program Coordinator at D-2** There is no problem for the high school when it comes to geographic service areas.

Question 2b.: What are the administrative structures of funding and resources?

As the case studies above have found, discounted tuition has given rise to increased college-level learning involvement, and revenues for the college have risen. Therefore, the governing bodies of the community colleges and high schools in New York State have provided the financial motivation for involvement. Like the cases studied, D also collects FTE and charge back revenues. However, in D's case, tuition is paid to the school districts and then to the college. The legality question raised in Chapter 3 applies since CLLHS courses also award secondary credit and public school students in NYS are exempt by law from paying for secondary education. Moreover, this college, like A, has no funding mechanism in place to provide financial assistance for the economically needy as do B and C.

> **V.P. Administration/Finance and President-Elect at D** The cost of CLLHS tuition is established by the college with a reduced rate paid by parents to the district and then to D.
>
> **Assistant Superintendent at D-1** When it comes to tuition, students/parents pay one credit for any three credits they take. There are students in class taking college credit and handled the same as students taking non-college credit, except it is less strict in attendance.

> **Adjunct at D-2 (Business Law)** My kids have bought into the CLLHS course. There are 20-23 kids in class, of which 15 paid for D credit.

Furthermore, D's partnering schools, like all the other high schools in this study, simultaneously receive funding for student attendance. This funding pays all of the CLLHS expenses for instruction and texts. Consequently, one conclusion of this study is that the financial resources currently in place sustain the school-based administrative structures and are absolutely necessary. Financial inequity exists between the colleges and schools because the college is free of instructional and overhead facility expenses, while collecting FTE dollars, as well as tuition and charge back income.

> **Assistant Superintendent at D-1** The school district pays for the texts and the parents for the course credit taken. Bookkeeping and administrative structures...are part of my job. D-1 funding is from the high school districts, and these high schools pay tuition to D-1 as we are BOCES, and there is no difference in dollars within our administrative structures, as feeder schools pay per student.
>
> The college pays nothing toward the instruction or overhead building expenses.

> **CLLHS Program Coordinator at D-2** The CLLHS students are counted as daily attendance for school-based aid. These students will probably never set foot in D unless for a transcript.

Unlike the other case study colleges, D has earmarked funding to support faculty enrichment programs and to provide special equipment and "seed" dollars for CLLHS programs. In addition, an endowment has been established to assure quality education in the future. The president-elect, having come from the financial arena of the college, is in a position to know how college finances and resources can be accessible to the CLLHS program. Of all the cases studied, D's Foundation makes the best attempt to provide a budget to ensure school-based quality in contrast with B's and C's Foundations, which provide tuition assistance to the needy students.

> **V.P. Administration/Finance and President-Elect at D** Foundation funding is provided by the college...to earmark money for faculty enrichment programs and special equipment, and seed money for CLLHS programs, in addition to building an endowment to assure quality education for the future. The resources of the college's facilities are thereby enhanced and the students from the high school CLLHS program have access to these facilities.

The college's strength in ensuring funding for quality assurance did not come easily during the beginnings of CLLHS, which was resisted for several years by faculty. When a compromise was reached, the college's contract with the faculty union provided the authority necessary to "give teeth" to the administrative structures. Like C, a full-time budgeted line was established for the CLLHS program coordinator to act as liaison with the high schools while reporting to the administration. The program coordinator at D is from the faculty ranks, having the added benefit of applying "Tech Prep" knowledge to the position. Such commitment by the college, combined with D-2's program coordinator in the high school, is an added strength of the CLLHS program. Among the cases studied, only D has a dedicated program coordinator in one of the high schools, D-2, in liaison directly with the college.

> **Dean at D** My position is part of the administrative structure of assurances as I report directly to the VPAA. Therefore, the CLLHS program at D has 'academic teeth' and high accountability.

> **CLLHS Program Coordinator at D** My position adds to the administrative structure as mine is a full-time position established since January 1997 when the line was first funded from the D operational budget, not funded from grants. I am a full-time coordinator for CLLHS. My background is in teaching high school,... where I served as a department chair for 5 years, teaching as an adjunct at the community college.

> **Assistant Superintendent at D-1** The number one benefit to the administrative

structure provided by D to D-1 is the program coordinator at D. I see this position as the backbone of the administration and authority of the college. This person is the problem-solver whom I go to, with no college 'red tape' in the way.

Adjunct at D-1 (Radio/TV Broadcasting) The administrative structure provides a program coordinator from D, who gets the teachers and college faculty to interact.

Adjunct at D-2 (Graphics) The program coordinator here at the school provides the administrative structure for the high school as the principal's designee. The high school coordinates the efforts to meet with the D people on what's the status of CLLHS and how things are going. The physical plant doesn't matter when it comes to the structures provided since it is the content of what's being taught and the rigor of how it's taught that's important. It's the curriculum and the results that matter.

Adjunct at D-2 (Business Law) All in all, there are adequate structures. The coordinator of CLLHS at the high school is an asset as a faculty department person who is positive along with the college's program coordinator–makes for a team along with the college's faculty member, who is an attorney working with me. That makes a good Business Law CLLHS course that is equivalent to the college's course.

CLLHS Program Coordinator at D-2 At the high school is the principal, and I am the program coordinator. I do much of the coordination for the principal and assistant superintendent of the district. I approve the CLLHS course activity and coordinate with the college to work with us. This is a wonderful district. We are allowed to re-write curriculum and can proceed with CLLHS being a part of this re-write. Therefore, I collaborated with D, and if the CLLHS enhances education of the district, there is no limit to the enhancement and to doing what is necessary to help our students more at D-2.

While B, C, and A benefit from having a program coordinator, none of the other case study colleges provide a union contract that, like D's, mandates funding for direct supervision by the faculty chairpersons in the high schools. Mandated funding provides the authority for chairs to go into the high schools to conduct classroom observations and course evaluations. Such course quality assurances are recognized by D-2.

CLLHS Program Coordinator at D-2 When it comes to the administrative

> structure, we have standards of academics in place to ensure course accountability. Standards at D-2 would not go down even though CLLHS electives could become large and curriculum from the state to follow is in place, although no one is looking over our shoulders.
>
> CLLHS policies and procedures provide for assessment, monitoring and evaluation of the CLLHS course by D, not by the high school.

The union agreement with the college stipulates compensation for department chair supervision. Nowhere else did this research find such clear contractual language to fund the supervisory duties of department chairs to put into practice the "on-paper" evaluation checks. From this researcher's experience as a community college practitioner, the contract language shows a strong commitment on the part of the college's administration to work with the faculty and provide the supervision that is necessary to ensure that college-level coursework in the high school is equivalent to the course offered at the college.

> **VPAA at D** The faculty contract maintains the quality and monitors it, verifying the content and rigor of the CLLHS course. I have many courses in the high schools, and the departments are sure that the quality stays at a level of satisfaction, and this is what they are paid to do.

> **Dean** Full assurance that course quality in the high school matches the quality in the college course can be counted on as the union contract is backed with funding to pay department chairs to supervise and monitor the "on-paper" CLLHS guidelines.

Finally, unlike the college's union contract, there is no language in the high school union contracts concerning CLLHS, except that when D is to evaluate at D-2, a "recognition clause" exists. The teachers' union president at D-2 says that the evaluation of the adjunct is understood, the adjuncts having agreed "to participate ...on a volunteer basis." This is unique among the case study high schools. However, like the other cases studied, teacher participation in CLLHS is without any extra payment for the added work of teaching CLLHS, with the exception of grants and extra summer work stipends for course curriculum development and improvement.

> **Assistant Superintendent at D-1** The teachers in the high school are paid by the district with no additional pay, except the Tech Prep grant system of BOCES, in the form of a stipend on hourly rates, for developing curriculum with D faculty and to raise the current standards to meet student needs.
>
> **Adjunct at D-1 (Criminal Justice) and union representative** There is no extra pay, except summer stipends to develop at $20 per hour. Usually 1/20th of the salary by contract is paid on regular work, but there's lots of work for no extra pay. You do a lot on your own. It's teacher-dedication that makes CLLHS work, with no praise. We just believe in it as beneficial to the kids.
>
> **Adjunct at D-1 (Radio/TV Broadcasting)** Faculty support involves only the ususal teaching load compensation and no dollars more than what regular teachers earn who do not teach CLLHS.
>
> **Adjunct at D-2 (Graphics)** We're paid as part of our teaching load. Informally, there is a technology team leader in charge, and I am the senior faculty member. It's all voluntary, and I keep a 'watchful eye' to be sure it's right.
>
> **Teachers' Union President at D-2** There is no language in the high school union contract concerning CLLHS, only when there is an evaluation from the college on the 'recognition clause' and those teachers who agree to participate in teaching CLLHS classes simultaneously do so on a volunteer basis.
>
> The only dollars outside of the load are paid for curriculum writing for courses approved by the district that are above and beyond. That's all there is in compensation, and I see no other issues concerning the administrative structures and the union of the high school.

In summary, unlike the other case study community colleges, D has put "money where its mouth is," with funding for school-based learning in two distinct forms. First, with endowment dollars earmarked to provide equipment, the college is making an attempt to provide "seed" money for the CLLHS program. Secondly, D has used the union contract that ensures funding for department chairpersons to "supervise" and "monitor" college-level learning in the high schools. Like no other case study college, D has budgeted to ensure CLLHS quality.

Like all the other case study high schools, D-1 and D-2 provide the instructional funding for school-based learning via base aid revenues generated through student headcounts. However, these high schools in contrast with the other cases studied, provide stipends for teacher participation to raise standards, and to develop and write curriculum.

c. Faculty Support

Question 3: What is the Faculty Support for School-Based CLLHS?

Unlike the other cases studied, College D's commitment to contractual language is a clear indication of its willingness to move "on-paper" words into action with supervision and monitorship of CLLHS. The union contract has the full support of the senate to include department chair supervision in the high school. Contractual supervision and evaluation of "on-paper" documents, including CLLHS procedures, course syllabi, texts, assignments, tests, and grading, ensure course quality and equivalency.

> **Faculty Union Contract at D (Paraphrased Parts)** The sponsoring department will be responsible for reviewing and approving the credentials of the high school instructor teaching the course, reviewing the course syllabi, selecting the textbook and establishing assessment strategies....
>
> The faculty sponsor will be responsible for *all the supervisory aspects* of the course, including such activities as orientation of the high school teacher, registration and attendance of students, review of all instructional materials, course outline and examinations, *observations of classroom teaching*, review of student performance in cooperation with the high school teacher, assignment of final grades, sign-off of the final grade report, and coordination with D administrative offices.

The importance of the contract provision for supervision of college-level learning quality in the high schools, statements from interviewees at one of the partnering high schools, D-1, is underscored by positive perceptions of faculty support. Numerous responses by many of the college stakeholders and at D-1 elaborate on the supervision and coordination of the CLLHS program.

> **VPAA at D** To ensure the course equivalency, faculty go over texts, materials, and exams. There is a check-off list used to ensure the 'on-paper' quality and equivalency of the course in the high school to the college course taught on campus.
>
> **Dean at D** The CLLHS program is run by the program coordinator, who uses the agreement of the faculty contract to ensure course quality in exams, texts, and syllabus. Observation is okay by them, and most are cooperative with us.
>
> **CLLHS Program Coordinator at D** Our faculty are supportive of visitations to the high schools and partake in a 'CLLHS credit day' with their high school colleagues every year. The high school teachers love the interaction with the D faculty.
>
> **Faculty Union President at D** Refer to the union contract for the language of the CLLHS program guidelines. The faculty are out in the high schools and meeting with the students and teachers, and showing the rigor of the community colleges while doing so. The history of the union contract language is only recent, as the union signed an 'MOU,' and went to contract language after studying the impact that CLLHS involvement would have on the faculty workload, and faculty as 'sponsors' to the high schools.
>
> Academic departments have the responsibility to maintain integrity, and so should the department's faculty.
>
> **Assistant Superintendent at D-1** Faculty support for CLLHS monitorship is no problem. The college faculty come in, observe, meet, and ensure that the courses in the high school are equivalent to the courses taught at the college. It's a win-win. Teachers here like it, and it enhances them and the total educational program. The books and exams are matched, and our teachers redesign them to meet the needs of the students.
>
> Concerning curriculum, BOCES has both state mandated and non-mandated programs where BOCES sets the standards in the courses, and CLLHS works with both.

> When it comes to quality control, it's the same as for the high school. BOCES quality control and the assistant principal work with our teachers. We expect a certain standard to be maintained. Certain classes have a state curriculum, and others do not. In those that do not, we are free to develop what we want. The CLLHS exams at the high school are the same as the exams at the college for the same course. The evaluation of the teachers who teach at the high school for the CLLHS course is a part of the push going on in NYS and throughout the country. Community college department heads and faculty from D do it here. It's not a problem.

> **Adjunct at D-1 (Criminal Justice) and union representative** The faculty support is exceptional here as are the teachers who provide for individual student learning needs and CLLHS at the same time. It's a challenge to ensure course equivalence to the college course, using the same standards as D, same texts, tests, grading standards, and with visits regularly by D faculty. My kids must learn to use the college-level texts and take notes out of a lecture-based format and do research projects on a regular basis and do papers regularly. This is a big adjustment for us, the teachers, who must teach them to survive and also nurture them to set them free.
>
> My students get Criminal Justice college credit as both faculty come out from the college three times each year and observe and make certain that portfolios are in order. I'm evaluated by the administrative structure of the community college and their departmental faculty, and by my district administrator. Why should I have to be under so much evaluation by my district and by the college? It's ridiculous!
>
> The CLLHS program coordinator makes administrative work complete and sets meetings with departments, and monitoring is three times a year per teacher and course. There is a lot of faculty support to ensure the quality of the courses.

> **Adjunct at D-1 (Radio/TV Broadcasting)** Monitoring and evaluations of adjuncts is three times a year per teacher per course. Exams are the same, and the grades are based on the same basis as the college course.

The college is inconsistent in supervising and evaluating within the high schools. D-2, the most recent of the schools involved with D, speaks negatively, in contrast with D-1, when it comes to the college's practices of visiting and assessing school-based courses. However, like D-1, as well as other case study high schools, D-2 speaks positively about the "on-paper" assurances of the school-based program. And, as in the other cases studied, high school stakeholders at D-2 strongly assert that little college faculty participation in the high school exists. The statement below by the graphics adjunct with respect to the level of the coursework in the "portfolio presentation," highlights the matter of ensuring course equivalency via consistent practice in carrying out the supervision language of the contract.

> **Adjunct at D-2 (Graphics)** Right now, faculty interaction between the college and the high school is departmentally driven. I believe that the supervision of CLLHS is in my area of the high school teacher as an adjunct. I do it.
>
> The high school does a portfolio presentation (in graphics) that goes beyond D. The exams are graded on the same basis in terms of the same criterion of graphics 1 and 2.
>
> **Adjunct at D-2 (Business Law)** The high school looked at the college courses and figured out what closely matched their syllabi for college-level credit in law, accounting, and keyboarding in communications.
>
> An invitation is extended by D so that if I want the department chair to come in from D to observe and evaluate, he would come. I've only been evaluated once, at the very beginning. There are no regular meetings between myself and the department faculty at the college.
>
> The exams are the same in grade-level and graded the same as the college course. It so happens that I test more than the college course.
>
> **CLLHS Program Coordinator at D-2** Evaluation of teachers is not an issue; it's a conversation. D is hardly ever at the high school. Sometimes we only see D faculty at registration and sign-up times.
>
> Supervision of CLLHS only takes place at the beginning when the course is first run and originally set up. However, grading is usually the same, depending on the course.

Despite criticism of D's supervisory presence in this high school, the CLLHS program coordinator at D-2 provided a memo concerning the modification of a high school course to the community college course, which clearly reveals that certain course adjustments were made on the part of the high school to ensure course equivalency to the college course. A further effort to ensure school-based course equivalency is in the form of "block scheduling," as is also found in the other cases studied.

> **Paraphrase of a D-2 Memo** We modified the curriculum (at the high school) to make the match (with the college course) better.

> **CLLHS Program Coordinator at D** Scheduling CLLHS courses is a big factor contributing to the program's structure. Now that the high schools are going to 'block schedules,' as opposed to the 45 minute periods, it helps to make the CLLHS offerings flexible. All of this contributes to the resources provided by the high school to make the course more like ours at the college.

> **Adjunct at D-2 (Business Law)** The high school has an advantage over the college as we have many more hours than the college and we can give more time to discussion, to projects, and to applied learning. For example, I have a 'mock trial' where I packaged it and it holds the students' interests. This is part of the administrative structure of allowance that fits my rigor of teaching. And the modified block schedule at the high school allows for more time in learning that is productively applied.

Even more radical than the inconsistencies between D-2 and D-1, are the views of the rather new VPAA, who criticizes the faculty union contract, which has a legacy of integrity and for which the faculty senate fought hard. In debate prior to the arrival of the VPAA at the college, some members of the faculty senate strongly opposed the administration's "top-down" views, and there was a good deal of controversy before the senate approved college-level learning in the high schools. The VPAA's subsequent, harshly stated authoritarian stance did not discourage the senate from continuing to collaborate with the administration on school-based learning.

> **Dean at D** The faculty senate have a questioning role relative to the CLLHS integrity. It's only questioning; but they have not come to assess. They should look at their teaching colleagues who do work with the high schools and trust them.

> **Faculty Senate President** There is a lot of history for you to uncover on the minutes from meetings going back years if you want. You can visit with the secretary to the senate or the librarian for the minutes and make your own

conclusions.

There are questions about the integrity of the administration of D, not about the program itself (school-based learning). The question of the integrity of the administration is specific to quality. Questions arise from not trusting the administration to handle it properly, as we've seen a variety of learning methods to increase 'access,' which only improve the bottom line. We just can't trust the administration to do what is right.

Faculty Union President at D Those in the faculty senate who have concerns–that's their area of responsibility, not the union's. Academic integrity issues are with the senate, not the union.

VPAA at D The faculty senate is an issue as they want to see academic integrity proved. The senate has a hang-up on "quality." The senate must learn to trust their fellow colleagues who participate in CLLHS.

The faculty are paid for CLLHS involvement as part of their base load and are expected to do what they are expected to do or I write them up, if faculty are not cooperative with CLLHS.

The Faculty Senate minutes reveal that the senate proceeded cautiously, yet was steadfast that the college provide the administrative structure necessary to ensure the integrity of the curriculum and the credentialing of adjuncts. The evolution of the school-based program in the faculty senate and the administration at D is the most noteworthy instance of collaboration observed in this research. Such collaboration can be replicated by SUNY community college administrations who choose to establish school-based administrative structures and to win the support of their faculty senates and unions.

CLLHS Program Coordinator The CLLHS adjuncts at the high school have the same qualifications to teach as the college faculty at D, and quality control exists twice per year with a review of texts and examinations upon visitation. The quality control is needed as CLLHS is expanding.

Assistant Superintendent for Administration at D-1 At first, the college faculty were reluctant to take part in the college-level program because of fear of losing course loads. Today, it appears that the college faculty are open.

Adjunct at D-1 (Criminal Justice) and union representative CLLHS has to

> be teacher-reliant to work. I had to send my resume of qualifications and be interviewed and go through a lot to be eligible. Adjuncts are selected by the departments. If I were to leave, D would have to find another person as qualified. We do all the self-initiative 'stuff' with D, and we do all the administrative work for D.
>
> **Adjunct at D-2 (Graphics)** Adjuncts for CLLHS are approved at D, and there are no state standards to be met. Each adjunct in the high school meets with a coordinating faculty member from the college.
>
> **Adjunct at D-2 (Business Law)** The CLLHS program is teacher-driven, and another teacher does teach if there would be a situation when I could not, a sub. I know the teacher would come over and teach any part of the class where legal specialization is needed. My qualifications to teach with a Masters degree fit the college standards.
>
> **Teachers' Union President at D-2** The selection of teachers is left up to the departments and the individual, and there is no administrative pressure at this time. The teachers are approved by the college.

The college admits to the need for professional development and formalized teacher training. And the administration and teachers at both of the partnering high schools express dissatisfaction with D. The dean's response that these activities are planned for "next year" is acceptable to the high school stakeholders, who show that trust exists for the college's word.

> **Faculty Senate President at D** There's not even a formalized teacher training or professional development program for those who participate either for our faculty or for the high school adjuncts.
>
> **Dean at D** All faculty development is done here with new hires. Seminars are held every other month under my responsibilities as dean and will include CLLHS new faculty adjuncts, integrated with our campus as new, in the upcoming academic year. Next year, extensive faculty development for the adjuncts is planned as part of my responsibilities for all the new faculty on and off-campus.
>
> **Assistant Superintendent at D-1** There will be an orientation program at D this year according to the program coordinator. They're starting to look at professional development, and D will be training high school teachers on technology and standards.

> **Adjunct at D-1 (Criminal Justice) and union representative** There are no teacher training sessions for CLLHS, and the interaction between the high school and college faculty is in monitoring and development of the courses.
>
> **Adjunct at D-1 (Radio/TV Broadcasting)** There are no teacher training sessions. We do meet four times a year, and we're on the phone a lot.
>
> **CLLHS Program Coordinator at D-2** There is no teacher training taking place at D. Perhaps there will be in electronics, especially where equipment is involved.
>
> **Adjunct at D-2 (Business Law)** There are no teacher trainings, only at the very beginning with the D department chair, when the course development was judged as acceptable to the college to become CLLHS equal.
>
> **Adjunct at D-2 (Graphics)** The high school teachers can audit the college classes, and I think that's a good idea for faculty training and getting to know the college process.

Neither of the high schools nor the college mentions a current union issue, other than the "potential" for a grievance, should student involvement increase and teacher eligibility to teach school-based courses decrease. Teaching in the school-based program is without extra compensation, as stated earlier. This situation exists at all the other high schools studied as well. The CLLHS work is just part of the teaching load, and teachers "wear several hats," teaching for the school and the college, as well as teaching AP courses.

> **Faculty Union President at D** I see no union issues with college-level courses in the high schools. From my perspective as the president, there are no issues.
>
> **Adjunct at D-1 (Criminal Justince) and union representative** There are 600 members of the teachers' union, with 40 being vocational teachers eligible to teach CLLHS courses. CLLHS decreases the choice and could become a grievance issue as the involvement increases and the increase leads to high school course decreases.

> **Teachers' Union President at D-2** I see no faculty support issues concerning the union for our teachers relative to CLLHS.
>
> **CLLHS Program Coordinator at D-2** There is no contractual language in the teachers' association contract for CLLHS; only an articulation with the college exists.
>
> The economics teachers wear several hats of teaching at the same time: AP, D CLLHS, and high school requirements for graduation. That's a lot!

In summary, the college's union contract ensures funding to provide faculty supervision of the school-based program both "on-paper" and "off-site" with quality assurances, which include department chairperson visits to the high schools for course assessment. This college has proven that the results of collaboration between the faculty senate and union, and the administration on the issue of supervision of CLLHS has yielded positive results at D-1. Despite the college's inconsistent practices in this regard at D-2, the supervisory mechanisms to ensure school-based learning quality and equivalency remain in place and are unique to this case study.

As in the other cases studied, D's faculty selects adjuncts and evaluates the quality of their credentials. College D, like colleges B and C, is weak in the area of professional development; however, plans are underway to provide these activities in the upcoming academic calendar. Both the college and high school unions say that there are no outstanding issues to discourage CLLHS involvement, even though, as in the other cases studied, the high school adjuncts receive no compensation for all the additional work.

The lack of compensation is incomprehensible to this researcher. There is no question that teaching to various learning levels is possible. However, teaching to satisfy the varying institutional standards of the school, the college and the AP board, to students at varying achievement levels, certainly deserves additional compensation. In the SUNY community colleges, it is not uncommon to compensate individual faculty members with additional pay or reduced load, and to compensate with compensatory time or even overtime payment, for work above and beyond the normal workload within a semester.

Chapter V Summary and Conclusions

This chapter brings this study to a close. The sections which follow attempt to (a) summarize and integrate the main constructs; (b) make projections, recommendations, and limitations; and (c) make final remarks.

1. Summary

This research presents and interprets data elicited from survey responses, documents and interviews. In particular, the data were garnered from two questionnaires filled out by the chief academic officers of the SUNY community colleges, from SUNY and NYSED documents and discussion with SUNY Central Administration and NYSED leaders, and from over 60 case study interviews, conducted on location in urban, rural and suburban settings, at four community colleges and eight high schools across New York State.

a. Extent of Participation in CLLHS

The college-level learning in the high schools sponsored by SUNY community colleges is growing at an explosive rate, measured by the involvement of high schools, and the numbers of courses and students. The rapid growth rates shown in Table 6 (p.73) reveal a trend of increasing community college-level participation with high schools in the short time during which the research data were collected in 1997-98. Without question, the data show that school-based course offerings, particularly in General Education (Liberal Arts) and the technologies, continues to rise throughout SUNY.

College publications found in high school guidance offices included school-based brochures, class schedules and course offerings, predominantly in the areas of liberal arts and technology.

The case studies produced evidence of colleges aggressively marketing school-based courses to high schools. The revenues generated from high school student attendance and tuition charges to parents (with the exception of B not charging tuition) add a monetary incentive to the enormous involvement of community colleges in school-based learning. Discussions with SUNY officials revealed that each FTE generates $2,125 for the community colleges.[135] In addition, colleges often charge reduced tuition (never less than one-third of the standard credit hour rate) for each course and receive county charge back funds. The high schools simultaneously count the same high school students and receive state base aid. Such double-counting of students by the high schools and colleges exists in each of the four case studies.

Primary Reasons for Participation

In the case studies, the reasons for participation varied depending on the job positions of those interviewed. The predominant reasons given decisively by all of the case study institutions are enrollment and revenue generation, and to fulfill the colleges' community service missions. The questionnaire revealed the values of self-esteem and parental savings along with the facilitating reasons of enrollment and revenue. But self-esteem and parental savings were "low" in mention, compared with such other reasons as increasing student learning, access to higher education, college transfer, and community outreach.

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[135] George W. Anker. (2000). Financial Analysis for State University of New York Central Administration. A telephone discussion on the topic of "College-Level Learning in the High Schools and SUNY Community College Involvement." May, 2000.

The calculations which follow convert the data in the findings to revenue amounts to show why so much importance is placed on college-level learning in the high schools. This summary explicitly reveals how CLLHS affects the bottom-line FTE income.

Case Study A findings reported that A has 238.0 CLLHS FTEs in 1998-99 alone. Calculating this amount of FTEs x $2,125 per FTE amounts to $505,750. Furthermore, based on a total of 7139 CLLHS credits divided by 3 credits per course, at $120 tuition from each parent for every student taking a 3 credit hour class equates to 237.9 (3) credit hour courses x $120 tuition. This amounts to an additional $28,548 of CLLHS revenue. Without adding county charge back funds for participants outside A's three county geographic service area (10 counties reported) , the CLLHS revenue for this college in 1998-99 amounted to $534,298.

College A is generating the most revenue of all the SUNY community colleges participating in this research. Its CLLHS FTE count represents 8.17% of the college's annual FTE reported at 2,909.8 in the SUNY official "1998-99 Annual Average FTE Workload and Constituent Credit Hours Produced by Academic Term at Community Colleges Report (SUNY FTE Report for 1998-99)."[136] Such FTE revenue is a strong reason for this college to remain highly involved in CLLHS.

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[136] George W. Anker. (2000). Associate University Financial Analyst. State University of New York. Office of Finance and Management. A telephone discussion and subsequent mailing of "SUNY Official 1998-99 Annual Average FTE Workload and Constituent Credit Hours Produced by Academic Team at Community Colleges" Report in relation to this dissertation. Albany, New York. May 25, 2000.

Case Study B is unique among the cases studied for not charging tuition. The president attests that "FTEs and new sources of revenue will amount to approximately 140-160 FTEs, plus regional charge back dollars." While not charging tuition impacts the amount of additional revenue to the college, B is still able to collect revenue on FTEs amounting to $318,750 (based on 150 FTE x $2125 per FTE), plus county charge back funds as well as Foundational support.

The amount of CLLHS FTEs at B represents 5.39% of the college's annual FTE reported at 2,782.2 in the SUNY FTE report for 1998-99. Such rapidity of growth in a short time demonstrates that the CLLHS participation trend has substantial dividends for this college.

Case Study C reported 100-110 CLLHS FTEs amounting to 105 FTEs x $2125 per FTE. The revenue amounts to $223,125 without tuition and charge back funds. These CLLHS FTEs represent only 1.50% of C's annual FTEs, reported at 6,974.2 in the SUNY FTE report for 1998-99. However, as a result of this participation, the college has proven that CLLHS revenue can be reinvested in school-based course development and offerings, to expand its mission of community outreach by funding capital projects with partnering high schools.

Case Study D among all the cases studied and responses of the questionnaire, shows the highest growth rate in the shortest time of participation. D was first considered as the "lowest" involved of the community college case studies. Within a year and a half the college is projected as second only to A in acquiring CLLHS FTE revenue. In 1997-98, the college had reported only 42.4 FTEs. In 1998-99, D has reported 130.3 FTEs.

These FTEs, x $2125 per FTE, amount to $276,887.

Even though College D's growth rate is accelerating the fastest of all the case study colleges, the CLLHS FTEs amount to the lowest annual percentage among the case studies; only 1.21% of the college's FTEs, reported at 10,719.8 in the SUNY FTE report for 1998-99 are from CLLHS. Furthermore, D projections indicate that the CLLHS growth rate in 1999-2000 will result in 180.0 FTEs x $2125 per FTE, amounting to $382,500 in revenue, without adding tuition and charge back funds.

To conclude, the FTE revenue of these four case study colleges in one year's time amounts to $1,324,512. Although the CLLHS FTE revenues represent varying percentages of the colleges overall FTE revenues, from a low of 1.21% at D to a high of 8.17% at A, the school-based enrollments generating these FTE revenues are crucial to the colleges. Therefore, it is obvious that state base aid for the high schools and FTE revenues for the colleges are the paramount motives for the CLLHS programs in the case study institutions. However, the facilitating reasons summarized next are more substantive for justifying such learning involvement.

Factors that Facilitate or Discourage CLLHS

The discouraging factors for participation are minimal and only found in the case studies. A financial factor that discourages participation in college-level learning in high schools is found in one of the case studies, with implications which could be detrimental to all participating institutions. The case is College C, where the need to provide appropriate text books for CLLHS courses is challenging for school districts who cannot afford the frequently updated textbook editions. The text issue is equally important to the community colleges since the high schools will opt to go to another college/university for the school-based course if that institution will accept the texts which the school district currently owns. As seen in the case studies, SUNY at Albany is known for taking school-based courses away from community colleges for this reason. What remains to be seen is how long SUNY/Albany will be permitted to intrude on the geographic service areas of the community colleges.

The schools primarily bear the brunt of the costs for the delivery of instruction and the expenses associated with school-based learning, such as instructional materials and texts (provided by both the school districts and parents in the case studies). The reality is also that the high schools exclusively provide the physical and human resources, namely, the teachers and students in buildings provided by the districts. The colleges, however, free from the bulk of these costs, reap the financial benefit of revenue for this type of learning activity with high schools. The high school case study teacher unions see another discouraging factor. As high numbers of students participate in school-based classes, teachers receive no extra pay for the additional work of preparing and teaching CLLHS courses in addition to their normal courses. The unions fear that the membership will be taken for granted as involvement in this type of learning continues and teachers' pedagogical effectiveness is tested by increasing school-based class sizes.

Both in the questionnaires and in the case studies, high school principals and teacher adjuncts identify the facilitating reasons for school-based participation. The reasons given include the affordability of college credit early to parents, student/teacher self-esteem values, academically challenging and diverse college-level course alternatives to AP, "block scheduling" to accommodate year- to- semester course conversion and time for labs, the enrichment of the school's curriculum to meet college standards, decreasing course redundancy, and increasing credit transferability for "time to degree" savings. One exceptional reason in the case of C-2 is that "the college has equipped the school with a computer lab," which neither C-2 nor C-1 would have had, except for C's school-based learning involvement.

While base aid funding pays for all of the school-based instruction taking place in the high school facilities, there is no discretionary income left for the schools, in contrast with the colleges, for which practically all the revenue received from FTEs, tuition, and charge back funding is discretionary. Since CLLHS produces increased college enrollment and revenue, the colleges should provide adequate funding to ensure that school-based quality control and the altruistic reasons for such learning are met.

Lastly, the many financial, social and academic reasons for participation in college-level learning in high schools are shared among the college, schools, parents and students. All the case studies (particularly A and D) indicate the importance of maturity factors among students, some of whom are as young as 12 years old. Level of maturity is important because the high school students are given approval to go on the college campus and use the facilities, where they mix with older students. Most of the case study participants expressed that the high school curriculum was enhanced because of student maturity and the rigor of teaching to higher standards. (However, a few of the teacher perceptions indicated that school-based CLLHS standards were actually lower than the high school standards.) Other facilitating reasons, such as shortened time to degree, improvement of high school learning, avoidance of course duplication, and provision of an option to AP, unify all the participant groups. These reasons parallel those given by Johnstone for college-level learning, with "less financial burden" for the parent and student.

b. Administrative Structures

Governance and Geographic Service Areas

The governing structure of SUNY community colleges was examined for policy and guidelines for college-level learning in high schools, using SUNY documents and interviews with Systems Administration officials and case study participants. In matters of geographic service areas, both the questionnaire and case studies revealed that infringement exists as competition for high schools students is heated among public institutions of higher education in New York State.

The SUNY community college governance structure is common across all the case studies, except for B, which has regional sponsorship and has become a foreign corporation, licensed to conduct operations also in Pennsylvania. A, C, and D have local (county) sponsors, and all four colleges have the State of New York as a sponsor. Each of the four colleges has a Board of Trustees which views school-based coursework as similar to all other courses at the college. As far as could be determined, the SUNY Board of Trustees has not given community colleges any written resolution or endorsement of school-based learning, yet the SUNY documents examined in Chapter 3 clearly recognize the existence of college-level learning in high schools. Moreover, these

SUNY documents contain clearly worded CLLHS policy guidelines. These serve as a benchmark of school-based quality assurances, and any community college can use these guidelines at any time.

Each of the case study community colleges have policy guidelines similar to the SUNY documents examined. The strictest local enforcement of these guidelines was observed in the D case study. Here, the college's faculty, along with one of its high school partners, D-1, have a shared-authority agreement.

The question of geographic service areas is treated reluctantly by the case study colleges, almost as if a reflection would be seen if the "lights were turned on." The prevailing situation discovered in the questionnaire findings is that the community colleges, particularly A, extend beyond their college's county territories. Plans to expand via "Distance Learning" were found at A and C, and B plans to take full advantage of its market base of high school students in Pennsylvania.

Expanding into another college's geographic service area can create tension among colleges competing for the same high school student headcount. Such territorial expansions may be perceived as an infringement. Several of the case study community colleges experienced infringements where four-year colleges and universities expanded their course offerings into the two-year institution's geographic service area. SUNY at Albany was seen as the predominant offender by many of the case study community colleges and respondents to the Addendum Questionnaire.

Funding and Resources

When the SUNY Trustees gave the community colleges the ability to discount tuition for off-hours, off-campus and off-semester, college-level learning in high schools was financially "seeded" with discounted tuition rates. Although B has a "no tuition policy" and C provides scholarships for economically "needy" high school students, the other two colleges provide no financial assistance to students. Both the questionnaire and case study data revealed that affordability for CLLHS access is impacted by reduced tuition, scholarship and foundation funding.

In areas of funding, state base aid to high schools is expected to meet the payroll and overhead costs for all instruction taking place in the high schools' regular academic programming and school-based learning programs. This is so because CLLHS is not viewed any differently from other high school courses, despite the fact that the course is "college-level," and simultaneously provides college credit and meets high school graduation requirements. All the research findings show that the primary sources of school-based revenue are state base aid to high schools and FTEs, reduced tuition, and charge back funds to colleges. Unlike the mandated use of base aid funding to meet almost all of the instructional and overhead expenses for school-based learning, FTE and tuition revenue is discretionary for community colleges. When the colleges apply these revenues to CLLHS budgets, the ownership and supervision of such learning in the high schools is positively affected.

The case studies reveal that only D has established college faculty ownership of, or full responsibility for, their school-based learning programs. B makes an attempt to do the same; however, the college falls short by not providing the funding necessary to provide adequate administrative structures. Through the use of the authority granted by the faculty contract, department chairpersons at D are able to supervise the teachers in the high schools; thus ownership of the CLLHS program is maintained by the faculty at the college, with the cooperation of the high school teachers. Apart from C and D, which provide full-time faculty positions for school-based program coordinators in their budgets, no dedicated budgets were found to exist in the community colleges, despite all the revenues generated by high school student headcounts.

Except for "on-paper" school-based guidelines, all the case study colleges, except D, fail to provide evaluative assessment reviews. The colleges lack dedicated department-based budgets to provide adequate resources to supervise evaluative practices in the high schools. Colleges must release funds for ensuring program quality before they can expect to expand college-level programs off-campus. Without adequate funding and resources, school-based learning cannot be validated.

The questionnaire, case studies, and document analyses also revealed little funding provision for professional development by the community colleges, except in A's budget. One-third of the questionnaire respondents gave no response to this question, and among those who answered, none mentioned budgetary allocations for professional development for college faculty or high school teachers. Similarly, no evidence was found of compensation for the college faculty except for a few instances of stipends and reduced teaching loads for CLLHS course development.

Neither the high schools nor the colleges in the case studies provide extra compensation to the teachers of the school-based courses beyond payment by the school districts for their normal teaching. Only one instance of summer and grant stipend allowances for school-based course development and improvement was found. In regards to teachers being paid for CLLHS courses, "it's a part of their teaching loads" is the most commonly heard remark. Yet it is asserted by some in the case studies that teachers are "wearing several hats" because their school-based courses must satisfy college, high school and AP requirements. Such courses demand much preparation time and differential grading to satisfy these varied academic requirements. All the while, the teachers must deal with a broad range of maturity levels as students' ages range from 12 years to 17.

Although teachers' workload is being increased without added compensation, no action is being taken to contain the duties teachers must perform and on which they are evaluated. In some cases, grading and preparation vary within school-based classes because of multiple levels of student learning and the varying demands of CLLHS courses and AP preparation. Moreover, exceptionally large classes are reported in the college-level learning classes of the case study high schools, for example, 67 students in languages at B-1, 40 students in a D-2 economics class. Traditional community college lecture classes have a maximum of 32. It is not surprising, then, that the high school teacher adjuncts are insistent on keeping "teaching performance" out of the contractual language. Obviously, no simple compensatory formula exists to pay the adjuncts fair wages for the complexity faced in the delivery of instruction in the school-based classroom.

c. Faculty Support

Faculty Senate and Union Perspectives

The faculty support component of school-based learning examined in this study consisted of two faculty groups at the colleges: the faculty senate and the faculty union. In all the community college case studies, data was acquired from faculty unions and faculty senates, except at B, which does not have a faculty senate. In the high schools, data came from individual teacher adjuncts and union leaders.

The questionnaire respondents (administration) revealed that faculty support for school-based learning is divided by those in favor and those opposed to CLLHS. Fifty percent of the faculty unions supported such learning, while 50% did not. Two of the respondents stated that school-based learning was a "non-issue" for the faculty senate.

Perspectives of Teachers in the High School

The high school case study participants expressed varying perspectives. For example, the principal at C-1 remarked, "the stimulus for the teachers in high school is important..., the stimulus is good and challenging...courses that have simultaneous credit that is transferable...is a positive factor." This last statement is a recurring theme in the high school data. An adjunct at D-1 placed emphasis on the simultaneous college credits a student can earn and transfer while taking school-based courses, which also satisfy high school requirements. Case study and questionnaire findings indicated that the high school teachers receive no increase in pay for teaching CLLHS courses. This is not received well by the teachers, whose expertise and extra work appear to be taken for granted. In some instances, the case studies showed that teaching credentials which have been acceptable to the colleges in the past are now questioned. This appalls the teachers and has damaging consequences, affecting their attitudes toward this type of learning involvement.

In addition to this additional compensation issue, individual high school teachers expressed concern about limited professional development, the need for school-based evaluations in the high schools, and scheduling lab times. Both case study and questionnaire findings revealed that community colleges do not provide adequate professional development, except at A. In matters of school-based faculty/teacher integration and quality assessment, an adjunct at D-2 stated that sometimes the college staff and faculty are "only seen registering the high school students." In other statements, teachers at B-1 have expressed dissatisfaction with B for not evaluating the courses in the high schools. For example, one adjunct at B-1 said, "My response to you, specific to college-level learning supervision for B, is that, 'they do not!'" This opinion is prevalent among the teachers interviewed, who feel disappointed by the college's failure to assess quality.

Perspectives of the Faculty at the College

On the other hand, college faculty at B took issue with B-1 adjuncts, who insisted that only the "high school immediate supervisors can evaluate the high school teacher." This attitude led the president of B to sign a Memorandum of Understanding (M.O.U.) with the high school, which allows the B faculty to evaluate the program but not the teacher performance. While this agreement does not have the administrative "bite" found in the D case study, faculty perceptions of CLLHS improved as positive feelings for such learning involvement increased.

Concerns having to do with instructional quality were expressed by case study participants. The concern about scheduling lab time was addressed by the case study adjuncts at B, where the science labs in the high schools are not properly equipped. "Block scheduling" was recommended to accommodate the school-based courses, which require conversion from a full-year high school course to a semester college course. A concern also was expressed by a college faculty senate member at B who said "One high school teacher has 8th grade-level exams and should be giving 10th grade-level and college-level exams." This concern stresses the importance of the college providing resources and support that are consistent with the demands and needs of the college-level courses taught in the high school.

For the most part, the college's faculty senate and union leaders' perceptions are skeptical. They view the administration's justification that such learning increases enrollments as unproven. Certainly, no evidence to support the administration's claim exists at this time. In contrast, however, at D the faculty senate and union have collaborated with the administration and given authority to department chairs to conduct evaluations in the high school. Having a freshman enrollment rate of 40% from the CLLHS program (compared to other case studies reporting approximately 16%), may contribute to the positive perceptions of the faculty at this college.

Perspectives of Faculty and Teacher Unions

The teacher unions in most of the high schools value the "high esteem" experienced by the teachers. In most cases it was felt that participation in school-based learning also provides the teachers with opportunities to teach at a higher level. There is relatively little resistance to school-based learning, except for the responses of union leaders who express sentiments similar to the B-2 union president, who said that there is no problem "as long as B does not come in to teach in the high school."

Other teacher union leaders expressed a fear that the colleges may resort to "armtwisting tactics" or "enticements" to get high school students to take their coursework on the college campus. Such a practice would impact the high school course teaching loads. This union perception is similar to the college faculty union concern about school-based courses showing an increase in number and variety. The concern arises from not knowing how school-based learning impacts the college's "on-campus" freshmen enrollments since no measure exists to make such a determination at this time.

To conclude, high school teachers and union leaders expressed little resistance to CLLHS, except where there is a perceived threat to teaching loads. Unlike the college faculty's fear of losing course loads, quality was the main concern of the teachers. The high school teachers placed a high value on teaching a college-level course that is perceived as heightening their (self-)esteem and status and on the need for the colleges to ensure evaluation and professional development. School-based compensation equity issues are secondary to them.

Quality Assessment

The questionnaire, case studies, and document examinations reveal that policies and guidelines for school-based coursework are in place "on-paper." However, in practice, colleges A, B, and C lack the necessary follow-through of conducting course evaluations, despite the substantial amounts of FTE revenues generated by the CLLHS program.

Case study D is the best model for school-based programs quality assessment. It combines administrative structures with the support of the faculty senate and union. Department chairperson supervision at one of its high schools provides a measure of classroom observation consistency and of the integration of teacher performance into the evaluative practices. Such supervision of the classroom and teacher permits the administration to gain a sense of what's going on in the class.

Developing a comprehensive syllabus or course portfolio which is reviewed by peers is another way to assess such learning programs. Such a syllabus or portfolio would enable comparisons to be made of the school-based course's content, text, assignments, examinations, and grading to the equivalent course that is taught on the college campus. Such practices ensure that college-level courses in high schools are genuinely college caliber and heed the cautionary note sounded by the former president of Simons Rock College, "Simply copying a college syllabus will not guarantee a college course, nor will repeating facts indicate that a real college experience has been achieved."[137] Consistent supervision or peer review practices at each of D's partnering high schools would enable College D to establish a school-based course validation model.

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[137] Baird W. Whitlock. (1978). "Don't Hold Them Back." A Critique and Guide to New High School-College Articulation Models. New York: College Entrance Examination Board, p.168.

2. Conclusions

a. Projections based on the Research

This study's aim is to provide the descriptive data necessary for community colleges, high schools, SUNY, and NYSED to make sound decisions when formulating school-based college-level learning policies and practices.

The research has identified the governing and policy guidelines under which SUNY community colleges operate school-based programs in these difficult economic times. Quantitative and qualitative analyses of school-based learning programs provide "participation" growth trajectories, all of which may be useful to those in policy staff positions. Furthermore, this research emphasizes the need for institutions to provide adequate resources to ensure school-based course validation.

To obtain a clear sense of current school-based practices which impact the future of college-level learning, it is helpful to examine the case study summaries which follow:

> **Case Study A** In a unanimous voice, the president, the VPAA, and the program coordinator for school-based learning, clearly assert that technology will expand "the flow of students and colleges," and create "Distance Learning opportunities" (president of A). Distance Learning is increasing at A with the new multi-million dollar capital expansion of the "Center for Advanced Technology." Also, the college's "Point to Point" video will go into its school-based learning program "to increase the college's offerings of certificate programs in Criminal Justice, Early Childhood and Accounting" (VPAA).
>
> The advanced technology obviously provides a competitive edge for community colleges to "capture high school students early" for enrollment purposes. And, because A is making strides in this mode of instructional delivery, "it will not be so easy for SUNY at Albany to come in to get the students first"(program coordinator).

Unless it becomes subject to geographic catchment restriction by SUNY, A is certain to take full advantage of the opportunities to expand its marketing base well beyond the geographic service areas into which it has already ventured, in order to generate high school student headcounts and revenues.

> **Case Study B** responds with two voices to this question of college-level learning in the future. One voice, that of a high school principal and the adjuncts, sees the need for the schools to provide additional "block scheduling to assist in meeting school-based course requirements"(principal), in order to "provide the sufficient minutes needed to teach longer periods of time"(adjunct). This concern arises from altruistic motives such as "time is essential to learning." As an example, the "block scheduling" at high schools in the A,B, and D case studies provides an addition of 80 minutes of needed science lab time to ensure school-based course quality standards.
>
> The other voice at B is of the president and the dean of administration and development. While the president speaks about the establishment of a "charter school" as a new venture to expand the college-level outreach, the dean also speaks of expansion via evening class offerings in the high schools. Both expansion recommendations are characteristic of B's outreach. The college's past initiatives to enter the Pennsylvania market for students are an attempt to provide assistance to needy students and maintain its policy of "no tuition." The evening class offering expansion, however, poses a challenge to B in that "kids and parents could be in the same class" (program coordinator).

The volume of participation from these initiatives is sure to impact B's desire to expand offerings while not charging tuition. However, evening offerings on campus force the college to pay the added expense of an adjunct, since the high schools will not be offering a teacher for free.

> **Case Study C,** like A, responds to this question with one voice as the president and the administration speak to the future of college-level learning. However, in contrast to A, this college places emphasis on community outreach, with only a mention of distance learning to "get to those who cannot get to the campus"(president of C).

The president envisions C as expanding its role in the community by "putting in a satellite office near to the mayor's office to get economically disadvantaged people into an educational mode." The college's community service vision is further expanded by partnering with high schools via Adopt-a-School initiatives.

> **Case Study D** One shared opinion emerges about the future of school-based learning: a concern about ensuring school-based quality. The dean of the college promises that "professional development in the following year will include seminars each month, to include all college-level learning adjuncts." The program coordinator for college-level learning at D agrees that "quality control improvements are paramount" to the work the college will be engaged in.
>
> The faculty senate president at D addresses what he considers to be a top concern for college-level learning with high schools in the future. His main fear is that the college may "divert resources from its core mission to educate into something so uncertain as 'SUNY Learnet,' an initiative of the college that has made D one of the top users." The faculty senate president sees the concern intensify as monetary incentives "are huge." There is a "$3,200 cash stipend to each faculty participant with a 3 contact hour reduction in course load, a lap top computer, and guarantee of the course running for the first time it is offered."
>
> Finally, the union president at D-2 addresses the concern that distance learning poses a threat to course quality by asking, "Where does faculty come from in these courses...and how are faculty monitored?" The impact of distance learning technology on the future of CLLHS is unknown. This uncertainty is discomforting to faculty who are concerned with quality and compensatory equity issues.

A good deal of faculty concern at D is caused by the fact that there are over 60 college-level courses currently on the SUNY Learnet. The question arises: What administrative structures and faculty support mechanisms are in place to ensure college-level validation and quality control?

In summary, if school-based learning continues without adequate resources to track the transfer of school-based credit, to provide professional development for teachers, and to evaluate school-based course quality, academic integrity will be threatened. Such failure will only affirm the skepticism of four-year colleges and universities, who already insist that college-level learning can only take place on the college campus. This failure will undercut CLLHS as a viable alternative to AP; it will impact the transferability of school-based credit; and it will diminish the esteem values of students and teachers. Faculty unions, which are already fearful of the effect that school-based course loads can have on job security, will be even more wary if opportunities for students to transfer school-based credit diminish.

As an example, Genesee Community College has recently announced that area high school students will be able to complete a year of college through "afternoon study...between 1 and 4 p.m., Mondays through Fridays...in a new program called *College Today*." [138] According to GCC's director of Advanced Studies, "students will be able to transfer academic credits to almost any college or university in the nation."[139] Such promises can only be verified over time, after high school graduates and their credits are successfully transferred and tracked. To date, no such mechanism exists to ensure that these credits will transfer or within SUNY, let alone "in the nation."

b. Practical Recommendations

First among the recommendations is a call for "inclusion," inclusion of all parties associated with college-level learning, including the high schools, whose voices need to be heard to ensure quality control and to validate school-based courses. These voices must include representatives from each of the participant groups: colleges, high schools, SUNY and NYSED.

Second, this descriptive study, since it provides detailed information from the broad spectrum of SUNY institutions and in-depth case studies and document analyses, can become a working document for informing school-based policies and making such decisions. The descriptive analyses here can be shared with college and school administrators, teachers and faculty, and with SUNY and NYSED staff developers and compliance monitors to increase their knowledge and understanding of school-based policies and practices in New York State.

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[138] Genesee Community College. (2000). "GCC offers program to high schools." A news release. Buffalo News. May, 2000.

[139] Ibid.

Third, five operation recommendations can be made, which are intended to ensure school-based learning validation:

1. *Authority*: Authority in the governance and administrative structures must be provided, to enable the responsible persons to carry out their duties of ensuring that quality control measures are in place at the high school, under the review of the college faculty. Such authority becomes "shared-authority" when it comes from the boards of both the college and the school partners, in the form of a mutually agreed-upon written policy, to ensure that quality learning practices are taking place.

2. *Finances and Budget*: Asymmetry exists in the finances for School-Based College-Level Learning programs. There are lots of dollars and relatively few expenses for community colleges while the high schools are financially overburdened. Adequate funding earmarked specifically for the school-based program must be budgeted, in order to provide the level of administrative structures and faculty support required to meet the level of participation and to ensure that quality control is in place at the high school.

Budgeted items should include the resources necessary to carry out all of the human and physical operations "off-campus" at the high schools, as well as quality enhancements, which include non-voluntary professional development for the teacher to teach school-based courses at the "college-level." Establishing such budgets in the college complements the resource provisions made by the high school and can help to ensure that the school-based course is equivalent to the course taught on the college campus. Such school-based equivalency should be primarily based on the evaluative review and monitoring practices of the "on-campus" faculty in collaboration with the high school teachers.

3. *Quality Assurance*: Compliance to the quality assurance provisions prescribed in the SUNY "Guidelines for College-level Learning with High Schools" is necessary. There is an absence of evaluative assessment in school-based programs in the high schools. This is unacceptable and insufficient for academic programming.

The colleges must provide the resources essential for quality assurance "off-campus," in the high schools. Quality control measures from the college's regular academic programming are sorely needed to ensure that school-based coursework is equivalent to the course on the college campus. The academic departments and faculty in the college curriculums are the *quality control agents* needed to ensure that school-based course development, instructional delivery (teaching), and evaluation (testing) is "college-level." In cooperation with high school teacher "adjuncts" in the schools, the college faculty become the catalysts who can ensure school-based course validation to all the stakeholders: students/parents, college/school administrations, SUNY, NYSED, and to 4-year institutions of higher education accepting CLLHS credit for transfer.

4. *Territorial Monitoring*: The establishment of a SUNY liaison office to monitor

and resolve geographic service area disputes and infringements which may exist.

5. *Tracking*: Mechanisms to track CLLHS graduates and the college-level credit earned in secondary school are essential to validating credit transferability. Cooperation between SUNY and NYSED to maintain these data is necessary. Since no established credit transfer process is currently in place, implementing systemic tracking, like Syracuse University's Project Advance, which is designed to measure the outcomes of college-level programs with high schools, will assist in learning the extent to which school-based course credit is transferable. Credit-transfer assurances resulting from such tracking will establish and maintain CLLHS integrity and may provide the data necessary to gain acceptance from 4-year institutions who are currently skeptical.

c. Research Limitations and Recommendations for Further Study

Future studies of School-Based College-Level Learning and the outcomes of transferring such credit to institutions of high education (public and private) will undoubtedly center around the sufficiency of evaluative assessments to assess school-based course equivalency as "college-level" in the high school.

Some graduate students may elect to study CLLHS empirical data involving AP credit validation by examination (that may/may not result in credit transfer), while others may decide to survey the kinds of evaluative assessments which are genuinely suitable for School-Based Learning programs. Versatility, the very nature of CLLHS requires the integration of a comprehensive academic quality control system to the educational process that enlists the mind set that measurability, and thus viability, would enhance the

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evaluative assessment process. Much like industry's "step by step" measures to ensure ISO 9000 quality control systems which assess the sufficiency of raw material throughout the complete manufacturing process, criteria needs to be established as sufficient for evaluative assessment of learning in School-Based programs.

The following assessment strategies are recommended to find answers to the question: What evaluative assessments will ensure school-based learning quality?

1. Assessment of syllabus, texts, assignments and exams- to determine lesson plan and "on-paper"conformity to the course outline learning outcomes.
2. Assessment of instruction- to determine that the quality of teaching is the same in the high school as it is on the college campus.
3. Assessment of evaluation for grading equivalency- to determine that the measured learning is the same for the school-based course as it is for the course taught on the college campus.
4. Assessment for a continuum of learning- to determine if school-based CLLHS student performance experience is equivalent to the "on-campus" college performance experience for equivalency in subsequent college courses.

A limitation of this research is that, except for studying the importance of CUNY's LaGuardia Community College "Middle College" program in the Literature Review, the CUNY system's level of participation in CLLHS was not examined. In future research, a similar study could be conducted to examine the CUNY community colleges and their partnering high schools so that comparisons between CUNY and SUNY can be made, to provide a full picture of school-based learning in New York State.

Closing Remarks

What emerges from this research is a view of the SUNY community colleges affected by a multi-faceted trend of decreasing contributions from their local and state sponsors, increasing tuition, and their student populations absorbing the increasing costs of education with rising loan indebtedness. These economic conditions prevent the community colleges from being able to afford to carry out their expanded missions "off campus," and particularly, to ensure school-based quality. The colleges have limited financial resources. Therefore, they turn to lucrative CLLHS programs, which have no costs to them.

Based on this economic picture, currently the closest purse at hand to fund school-based learning belongs to the school districts. This means that it is the parent and the taxpayer who are paying for CLLHS. It is likely that this situation will be viewed as financially burdensome by the public. The community colleges, within the existing funding structure, and betrayed from their state and county sponsors, are not in a position to sustain the added costs associated with school-based learning. Neither they, nor the schools, have enough money to ensure quality in their existing school-based programs.

Both the questionnaire and case study cross-analysis of participation numbers show high growth rates for CLLHS programs; however, such quantity does not equate to quality. What does exist are varying descriptive accounts, unique to each case study, and questionnaire findings, which collectively paint the portrait here of the school-based programs in SUNY community colleges, within the governance and policy of SUNY, NYSED, and their local or regional sponsors.

Across the four SUNY community college case studies, there is a somewhat disturbing relationship among the three main constructs: extent of participation, administrative structures and faculty support. One would expect that the higher the participation, the more or greater degree of administrative structures and faculty support.

On the other hand, given the rapid growth and recent surge of the colleges in school-based learning, it is understandable that administrative structures and faculty support would not yet be fully developed. However, even in the case of A, whose CLLHS participation has been long established, few structures and little faculty support were evident.

Clearly there is a need for the college to go beyond a focus on revenue generation to providing structures and a faculty culture that ensures quality school-based programs. The concern is that other SUNY community colleges who decide to develop such learning programs will follow suit and fail to put in place appropriate kinds of administrative structures and faculty support. A way must be found to prevent such a situation and to ensure that quality, and not expediency and financial self-interest, become a characteristic of school-based college-level learning in New York.

With the cooperation of the New York State Education Department, the potential exists for the State University of New York to use the policy guidelines already in place to ensure that school-based activities meet quality and equity standards for all public high school students in this state. This study's recommendations for "inclusion," may bring attention for the need that exists to improve divergent conditions and to view school-based learning courses for what they are supposed to be, college-level and equivalent to the course taught on the college campus. Rather than being solely dependent on the discretionary resources that individual colleges may want to provide and with limited support that the schools can give, it is the responsibility of the State to ensure equitable funding practices.

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Appendix A

College-Level Learning in High School: A Study of Community College Policies and Procedures For the Awarding of Credit for College-Level Learning in the High School Years. A School-Based "Addendum" Questionnaire for the Offices of the President and Vice President for Academic Affairs at SUNY Community Colleges.

College-Level Learning in High School

A Study of Community College Policies and Procedures For the Awarding of Credit for College-Level Learning During the High School Years

School-Based Addendum for Offices of the President and VPAA

This addendum is a follow-up to the University at Buffalo's Learning Productivity Network Questionnaire of "College-Level Learning in High School" National Study.

For purposes of this addendum, we will consider one type of college-level learning in high school:

- **School-Based:** in which the instructor is a high school teacher accorded "adjunct" status by the sponsoring community college for the purpose of teaching the particular college-level course, and the instruction takes place at the high school.

Your response to the following questions would be of great assistance in furthering our knowledge about this phenomenon and better describing the current policies and practices that community colleges are applying toward school-based learning in high school.

Institution:____

Address:____

Person's name providing information:__________________________

Position:________________

Telephone:________________ E-mail address:____________________

Please mail the completed addendum by September 17, 1999 to:

Kenneth J. Barnes, Candidate for the Ph.D.
University at Buffalo
Department of Educational Leadership & Policy
Learning Productivity Network
484 Baldy Hall, University at Buffalo, Buffalo, N.Y. 14260

Note: This addendum can also be completed by telephone or e-mail by contacting Ken Barnes at: (716) 851-1113 (daytime) or (716) 885-1302 (evenings and weekends).
E-mail: kjbarnes@acsu.buffalo.edu

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School-based: Some community colleges will certify that certain courses taught in the high school by particularly qualified high school teachers are the same as, or have the content and standards equivalent to, their regular courses, and are therefore prepared to grant credit, which appears on a regular college transcript. The participating high school teachers may be provided professional development experiences and be accorded "adjunct" faculty status by the sponsoring community college.

The constructs applied to this addendum are defined as:

"Involvement"--the number of high schools, number of courses, number of h.s. students, number of faculty and the extent of the college's general awareness of school-based learning.

"Structures"--the administration of the program: policies, guidelines, funding and financial practices related to school-based learning.

"Support"--the individual and collective faculty participation and level of cooperation to engage in school-based learning (including: faculty senate/council/association and union).

"Involvement" Questions:

1. Number of high schools _____ and number of courses _____ your community college certified by the end of the 1998-99 academic year.

If none, does your institution elect not to become involved in school-based learning with high schools?

☐ Yes
☐ No

If your answer is yes, why? ____
____

2.a. Total number of students who completed school-based course(s) at the end of the 1998-1999 academic year (thus earning credit from your institution and counting a student once). _____

2.b. Total number of students for each course completed at the end of the 1998-1999 academic year (thus earning credit from your institution and in some cases counting a student more than once for taking more than 1 school-based course). _____

2.c. Please indicate the number of school-based courses taken by high school students by academic discipline in the 1998-1999 academic year:

☐ Liberal Arts/Humanities____ ☐ Liberal Arts/Social Sciences____ ☐ Liberal Arts/Math____
☐ Liberal Arts/Sciences____ ☐ Liberal Arts/English____
☐ Engineering and Technologies____ ☐ Business & Public Service____
☐ Other: ☐____ _____
☐____ _____

3. How many high school faculty members has your community college accorded "adjunct" status to teach school-based courses equivalent to your own in the 1998-1999 academic year?___

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4.a. Did your community college adopt a particular model of school-based credit with high schools prior to such involvement?
☐ yes
☐ no

4.b. If your answer is yes, what is the name of the model?______________________________

5. Please describe the reason(s) for your college's involvement (philosophy, ideology or principle) in school-based learning with high schools in the high school: ____________________
____
____

6. Please list any high schools which may have withdrawn from school-based learning.

High School Name	Reason For Withdrawal

7. Please describe any territorial/geographic "catchment" disputes your college has encountered____
____

"Structures" Questions:

8.a. Who from your institution is "ultimately" in charge of the school-based learning program with high schools?____
Name/ Title/ Phone Number

8.b. Does your community college have a school-based "coordinator" receiving release time or compensation to supervise such activity at the high school?
☐ yes
☐ no

8.c. If your answer is yes, is the coordinator a member of the faculty?
☐ yes
☐ no

9. a. Does your community college provide compensation for faculty to participate in such course activity with high schools?
☐ yes
☐ no

9.b. If your answer is yes, how is compensation provided?
☐ stipend ☐ additional duties cash payment ☐ part of teaching load/overload ☐ reduced hours
☐ other form of compensation--please describe:____________________________________

10.a. Does your community college provide professional development for your faculty and the high school faculty to interact for purposes of school-based curricular enhancement?
☐ yes
☐ no

10.b. If your answer is yes, how is professional development provided and how often?________

____

11.a. Has your community college set policy and established guidelines for school-based programs with high schools?
☐ yes
☐ no

11.b. If yes, would you be willing to provide a copy of a policy statement(s) and any guidelines in an attachment accompanying your completed addendum?

12.a. Describe what institutional reviews your college conducts of the school-based program specific to: monitoring any established policies or guidelines____________________
________________evaluating course quality________________
____

12.b. If any institutional reviews are conducted...by whom?____________________

13.a. How are school-based learning programs with high school financed?
☐ FTE credit to community college ☐ base aid funding to the high school ☐ both
☐ other____

13.b. Please describe any revenues received by the community college which are derived from school-based programs ________________________________
____

14.a. Who pays for course credit taken by high school students?
☐ parents ☐ school district ☐ college through discounted tuition ☐ state ☐ federal government through student financial aid ☐ other:____________________

14.b. Please describe any financial assistance available to h.s. students for school-based coursework that is provided in the form of a waiver or tuition/fee discount______________
____

15.a. Does your community college report statistical data to SUNY or NYSED on such school-based involvement with high schools?
☐ yes
☐ no

15.b. If your answer is yes, what statistical data does your college report to SUNY__________

______________NYSED____

Name of Report(s) Name of Report(s)

"Support" Questions:

16. Has your faculty (senate/council) endorsed school-based learning involvement with the high schools?

☐ yes
☐ no

If so, please describe the extent of the involvement________________________________

____

If not, please describe the outstanding issue(s) of concern raised by the faculty______________

____

17. Has your faculty union endorsed school-based learning involvement with the high schools?

☐ yes
☐ no

If so, please describe how the support is given____________________________________

____

If not, please describe the outstanding issue(s) of concern raised by the faculty union________

____

18. What additional "structures" or "support" does your community college have in place to ensure appropriate rigor and content of school-based college-level learning at the high school? Please describe the additional "structures"____________________________________

____

Please describe the additional "support"______________________________________

____

19. Please include any comments that you believe would be useful from your perspective and/or experience with school-based college-level learning in high school using the space below or by attaching additional sheet(s) of information if necessary.______________________________

____

____

____

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